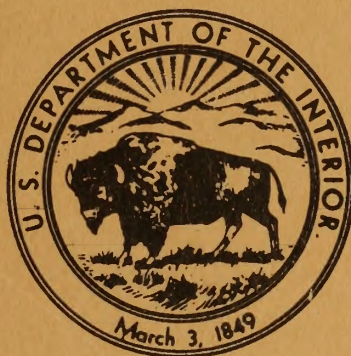




**UNITED STATES
DEPARTMENT OF THE INTERIOR
BUDGET JUSTIFICATIONS, F. Y. 1985**



BUREAU OF LAND MANAGEMENT

**UNITED STATES
DEPARTMENT OF THE INTERIOR
BUDGET JUSTIFICATIONS, F. Y. 1985**



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BUREAU OF LAND MANAGEMENT

UNITED STATES
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BUDGET JUSTIFICATIONS, F. Y. 1985



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DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Fiscal Year 1985 Budget Justifications

Table of Contents

	<u>Page</u>
Organization chart	BLM-1
General statement	BLM-3
Receipts by source	BLM-11
Receipts by source - descriptions.....	BLM-13
Receipt payments to States	BLM-17
 <u>Appropriation: Management of Lands and Resources</u>	
Appropriation summary statement	BLM-19
Appropriation language sheet	BLM-26
Appropriation language citations	BLM-27
Summary of requirements	BLM-29
Justification of adjustments to base	BLM-31
Justifications of program and performance by subactivity:	
Energy and Minerals Management activity summary	BLM-33
Energy Resources	BLM-34
Oil and Gas	BLM-36
Coal	BLM-43
Geothermal	BLM-49
Oil Shale and Tar Sands	BLM-51
Nonenergy Minerals	BLM-55
Mineral Materials Sales	BLM-57
Mining Law Administration	BLM-58
Mineral Leasing	BLM-61
Uranium Operations	BLM-64
Lands and Realty Management activity summary	BLM-66
Realty Operations	BLM-67
Energy Realty	BLM-69
Nonenergy Realty - Lower 48	BLM-72
Alaska Lands Program	BLM-79
Withdrawal Processing and Review	BLM-81
Renewable Resources Management activity summary	BLM-86
Forest Management	BLM-87
Range Management	BLM-92
Wild Horse and Burro Management	BLM-93
Grazing Management	BLM-96
Soil, Water, and Air Management	BLM-102
Wildlife Habitat Management	BLM-109
Recreation Management	BLM-117
Cultural Resources Management	BLM-119
Wilderness Management	BLM-122
Recreation Resources Management	BLM-127
Fire Management	BLM-131
Planning and Data Management activity summary	BLM-137
Planning	BLM-138
Data Management	BLM-142
Cadastral Survey activity summary	BLM-149

	<u>Page</u>
Cadastral Survey	BLM-150
Alaska Survey	BLM-152
Other States	BLM-154
Firefighting and Rehabilitation activity summary	BLM-157
Firefighting and Rehabilitation	BLM-158
Technical Services activity summary	BLM-161
Resource Protection	BLM-162
Maintenance and Engineering Services	BLM-167
Building Maintenance	BLM-168
Recreation Maintenance	BLM-169
Transportation Maintenance	BLM-171
Engineering Services	BLM-173
General Administration activity summary	BLM-176
General Administration	BLM-177
Executive and Managerial Direction	BLM-179
Equal Employment Opportunity	BLM-180
Administrative Services and Support	BLM-181
Bureauwide Fixed Costs	BLM-188
Summary of requirements by object class	BLM-192
Schedules: program and financing, object classification, personnel summary	BLM-193
 <u>Appropriation: Construction and Access</u>	
Appropriation summary statement	BLM-203
Appropriation language sheet	BLM-204
Appropriation language citations	BLM-205
Budgetary resources for Construction and Access.....	BLM-206
Analysis of budgetary resources by activity	BLM-207
Justification of base adjustments.....	BLM-209
Construction and Access activity summary.....	BLM-210
Justification of program and performance:	
Access	BLM-211
Schedules: program and financing, object classification, personnel summary	BLM-213
 <u>Appropriation: Land Acquisition</u>	
Appropriation summary statement	BLM-219
Appropriation language sheet	BLM-220
Justification of proposed language change	BLM-221
Appropriation language citations	BLM-222
Budgetary resources for Land Acquisition.....	BLM-223
Analysis of budgetary resources by activity.....	BLM-224
Justification of program and performance	BLM-225
Schedules: program and financing, object classification, personnel summary	BLM-227
 <u>Appropriation: Payments in Lieu of Taxes</u>	
Appropriation summary statement	BLM-233
Appropriation language sheet	BLM-234
Appropriation language citations	BLM-235
Summary of requirements	BLM-236
Justification of program and performance	BLM-237
Summary of requirements by object class	BLM-242
Schedules: program and financing, object classification, personnel summary	BLM-243

Appropriation: Oregon and California Grant Lands

Appropriation summary statement	BLM-249
Appropriation language sheet	BLM-253
Justification of proposed language change	BLM-254
Appropriation language citations	BLM-255
Summary of requirements	BLM-257
Justification of adjustments to base	BLM-258
Justifications of program and performance by subactivity	BLM-260
Construction and Access activity summary	BLM-262
Building Construction	BLM-263
Recreation Construction	BLM-264
Transportation Construction	BLM-265
Access	BLM-267
Maintenance activity summary	BLM-269
Building Maintenance	BLM-270
Recreation Maintenance	BLM-272
Transportation Maintenance.....	BLM-274
Renewable Resources Management activity summary	BLM-277
Timber Management	BLM-278
Timber Development and Reforestation	BLM-284
Timber Protection	BLM-288
Other Forest Resources	BLM-289
Planning and Data Management activity summary	BLM-295
Planning	BLM-296
Data Management	BLM-298
Summary of requirements by object class	BLM-300
Schedules: program and financing, object classification, personnel summary	BLM-301

Appropriation: Range Improvements

Appropriation summary statement	BLM-309
Appropriation language sheet	BLM-310
Appropriation language citations	BLM-311
Summary of requirements	BLM-313
Justification of program and performance	BLM-314
Summary of requirements by object class	BLM-318
Schedules: amounts available for appropriation, program and financing, object classification, personnel summary	BLM-319

Appropriation: Special Acquisition for Lands and Minerals

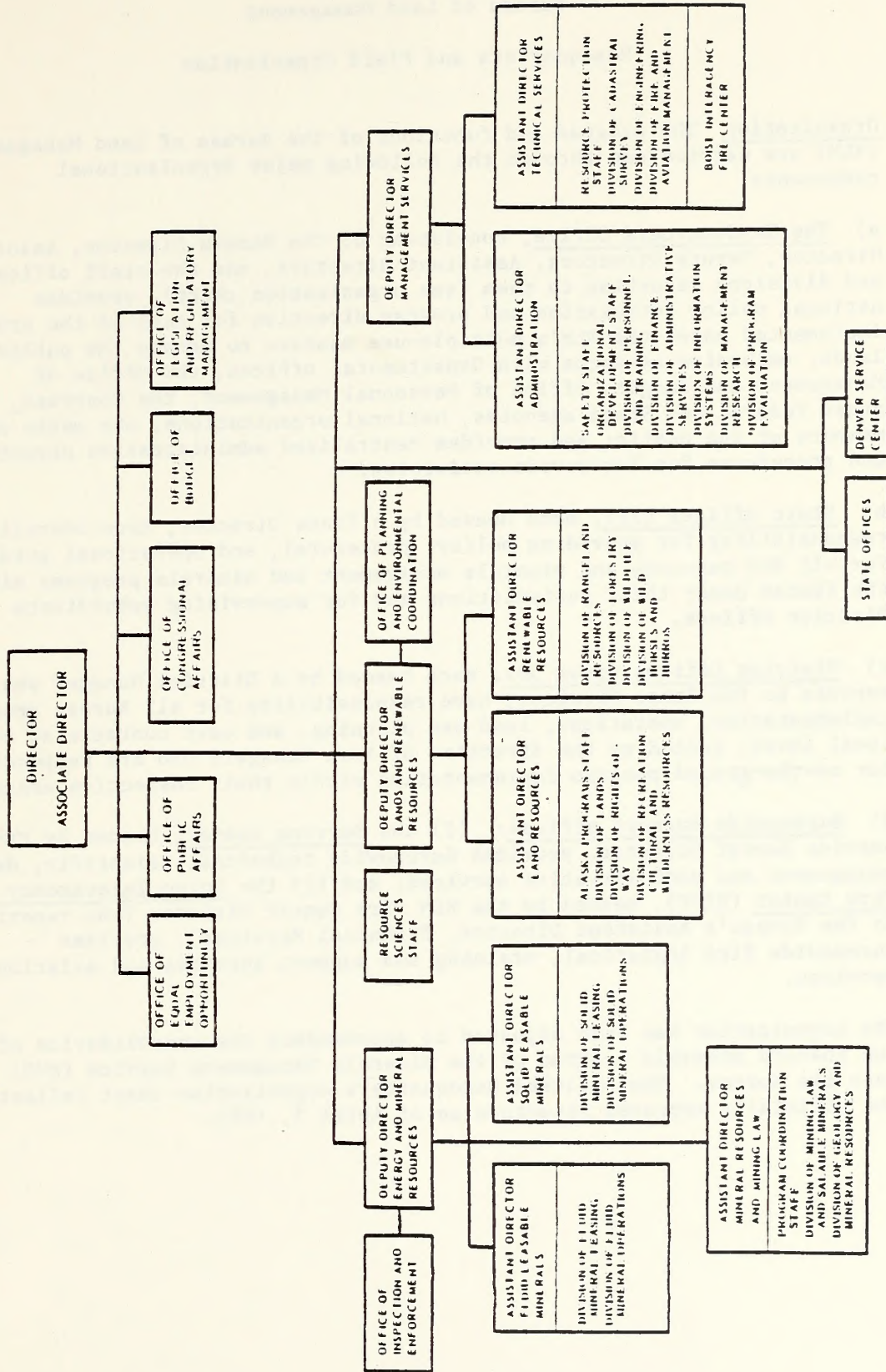
Appropriation summary statement	BLM-327
Appropriation language sheet	BLM-328
Justification of proposed language changes.....	BLM-329
Justification of program and performance	BLM-330
Schedule: program and financing.....	BLM-335

Appropriation: Recreation Development and Operation of RecreationFacilities

Appropriation summary statement	BLM-337
Schedules: amounts available for appropriation, program and financing, object classification.....	BLM-339

	<u>Page</u>
<u>Appropriation: Service Charges, Deposits, and Forfeitures</u>	
Appropriation summary statement	BLM-345
Appropriation language sheet	BLM-346
Justification of proposed language changes.....	BLM-347
Appropriation language citations.....	BLM-348
Summary of requirements.....	BLM-350
Justification of program and performance by subactivity:	
Rights-of-Way Processing.....	BLM-351
Adopt-a-Horse Program.....	BLM-353
Repair of Damaged Lands.....	BLM-356
Cost Recoverable Realty Cases.....	BLM-357
Summary of requirements by object class.....	BLM-359
Schedules: program and financing, object classification, personnel summary.....	BLM-361
<u>Appropriation: Miscellaneous Permanent Appropriations</u>	
Appropriation summary statement	BLM-367
Summary of requirements.....	BLM-368
Justification of base adjustments.....	BLM-370
Justification of program and performance	BLM-371
Summary of requirements by object class.....	BLM-378
Schedules: program and financing, object classification, personnel summary.....	BLM-379
<u>Appropriation: Miscellaneous Trust Funds</u>	
Appropriation summary statement	BLM-389
Appropriation language sheet.....	BLM-390
Appropriation language citations.....	BLM-391
Summary of requirements.....	BLM-393
Justification of program and performance	BLM-394
Summary of requirements by object class.....	BLM-396
Schedules: program and financing, object classification, personnel summary.....	BLM-397
<u>Other exhibits:</u>	
Detail of permanent positions.....	BLM-403
Consulting services.....	BLM-404
Administrative provisions.....	BLM-405
FY 1984 Program Supplemental Justifications.....	BLM-407

BUREAU OF LAND MANAGEMENT



Bureau of Land Management

Headquarters and Field Organization

Organization The program and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

- a) The Headquarters Office, consisting of the Bureau Director, Associate Director, Deputy Directors, Assistant Directors, and the staff offices and divisions reporting to them (see organization chart), provides national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the public lands; maintains contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the public; and provides centralized administrative direction and procedures for Bureauwide activities.
- b) State Offices (12), each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management and minerals programs within the States under their jurisdictions and for supervising subordinate District Offices.
- c) District Offices (over 50), each headed by a District Manager who reports to the State Director, have responsibility for all Bureau program implementation, operations, land use planning, and user contacts at the local level, including the direction of Area Managers who are responsible for on-the-ground program implementation within their respective areas.
- d) Bureauwide support offices: (1) the Service Center, headed by the Service Center Director, provides Bureauwide technical, scientific, data management and administrative services; and (2) the Boise Interagency Fire Center (BIFC), headed by the BLM Fire Center Director (who reports to the Bureau's Assistant Director, Technical Services), provides Bureauwide fire logistical, training and support services and aviation services.

The organization has been adjusted to accommodate the consolidation of the onshore minerals program of the Minerals Management Service (MMS) into the Bureau. The enclosed headquarters organization chart reflects the officially approved structure as of April 3, 1983.

General Statement

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the Bureau and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 USC 1731).

BLM is responsible for carrying out a full range of programs for the conservation, development and management of both surface and mineral resources on approximately 310 million acres of public lands located in 28 states, including at present, 135 million acres in Alaska. This land estate constitutes about 14 percent of the total land surface of the United States. In addition, BLM administers mineral leasing and supervises minerals operations on the public lands, on Indian lands and on 370 million acres of mineral estate underlying other Federally-administered, State or private ownerships throughout the United States.

The Bureau's primary objective is to manage the public lands and their resources under the concept of multiple-use through attaining the best combination of uses that an area is capable of sustaining to provide maximum public benefit. Renewable resources are managed to recognize the Nation's needs for domestic sources of food, fiber, timber and wildlife on a sustained yield basis and to make significant contributions to national, regional and local economies which depend upon public land resources. Mineral resources are managed to provide a secure domestic source of energy and strategically important nonenergy minerals, to ensure orderly and timely development and to obtain fair market value return to the Federal Government. The public lands also provide many opportunities for human use and enjoyment through recreational, ecological, scientific, and other nonconsumptive activities. The BLM manages the public lands with these interests in mind as well as with concern for environmental protection, service to the public and provision for public involvement in the development of BLM plans, managerial considerations and regulations.

Comparison of 1985 estimate with 1984 appropriations enacted to date:

(Dollar amounts in thousands)

		<u>FY 1984</u> <u>Enacted</u> <u>To Date</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Inc. (+)</u> <u>or</u> <u>Dec. (-)</u>	<u>Permanent</u> <u>Employment</u> <u>12/31/83</u> <u>1/</u>
Management of Lands and					
Resources	\$	359,601	353,159	-6,442	7,627
	(FTE-T)	(8,579)	(8,589)	(+10)	
Construction and					
Access	\$	1,200	1,228	+28	28
	(FTE-T)	(31)	(31)	(---	

1/ Represents full-time employees with permanent appointments, on board as of date shown.

		FY 1984 Enacted to Date	FY 1985 Estimate	Inc. (+) or Dec. (-)	Permanent Employment 12/21/83
Land Acquisition	\$	1,391	---	-1,391	
	(FTE-T)	(7)	(---)	(-7)	2
Payments in Lieu of Taxes	\$	105,000	105,000	---	
	(FTE-T)	(1)	(1)	(---)	1
Oregon and California Grant Lands	\$	51,536	49,747	-1,789	
	(FTE-T)	(988)	(994)	(+6)	880
Range Improvements	\$	10,000	10,000	---	
(Indefinite)	(FTE-T)	(130)	(130)	(---)	116
Special Acquisition for Lands and Minerals (Borrowing Authority)	\$	---	10,000	+10,000	
	(FTE-T)	(---)	(---)	(---)	
Service Charges, Deposits, and Forfeitures	\$	8,700	9,075	+375	
(Indefinite)	(FTE-T)	(67)	(67)	(---)	59
Miscellaneous Trust Funds (Current, Indefinite)	\$	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	---
Total Appropriations Requested	\$	537,528	538,309	+781	
	(FTE-T)	(9,803)	(9,812)	(+9)	8,713
<u>Permanent and Trust Funds</u>					
Special Acquisition for Lands and Minerals (Borrowing Authority)	\$	15,500	1,300	-14,200	
	(FTE-T)	(---)	(---)	(---)	---
Miscellaneous Permanent	\$	57,923	68,647	+10,724	
	(FTE-T)	(70)	(55)	(-15)	48
Miscellaneous Trust Funds	\$	600	600	---	
	(FTE-T)	(16)	(16)	(---)	14
Subtotal	\$	74,023	70,547	-3,476	
	(FTE-T)	(86)	(71)	(-15)	62
Other Accounts	\$	---	---	---	
	(FTE-T)	(236)	(225)	(-11)	200
Budget Authority, Total BLM	\$	611,551	608,856	-2,695	
	(FTE-T)	(10,125)	(10,108)	(-17)	8,975

Highlights of 1985 Request

The FY 1985 Budget Estimate for the Bureau of Land Management (BLM) is \$608.9 million, a decrease of \$2.7 million from the FY 1984 appropriations to date of \$611.6 million. The estimate includes \$69.9 million in Miscellaneous Permanent Appropriations most of which are paid to States and counties and \$.6 million in Miscellaneous Trust Funds; this is a decrease of \$3.5 million from the FY 1984 level.

For operating funds and Payments in Lieu of Taxes (PILT) for which current appropriations are requested, the FY 1985 estimate is \$538.3 million, an increase of \$.8 million from the FY 1984 appropriation. No funds are included in the FY 1985 request to be transferred to the Forest Service for administration of O&C lands within National Forest boundaries in Oregon. The Forest Service will seek direct appropriations for administration of these lands. The FY 1985 estimate also includes \$10 million as an estimate of monetary credits to be issued for acquisition of Non-Federal minerals in wilderness areas.

The FY 1985 budget encourages volunteerism and private investment on public lands. It continues to emphasize regulatory changes and changes to administrative processes to improve and simplify decisionmaking. It includes proposals for State and local governments and private users to fund a larger share of several programs of predominantly local interest. This concept is most pertinent to grazing, recreation, and wildlife programs where costs can be shared. For example, livestock operators will be encouraged to undertake range improvements on public lands using private funds, and State wildlife agencies and interest groups will be encouraged to contribute funds, labor, and materials for habitat improvement and maintenance.

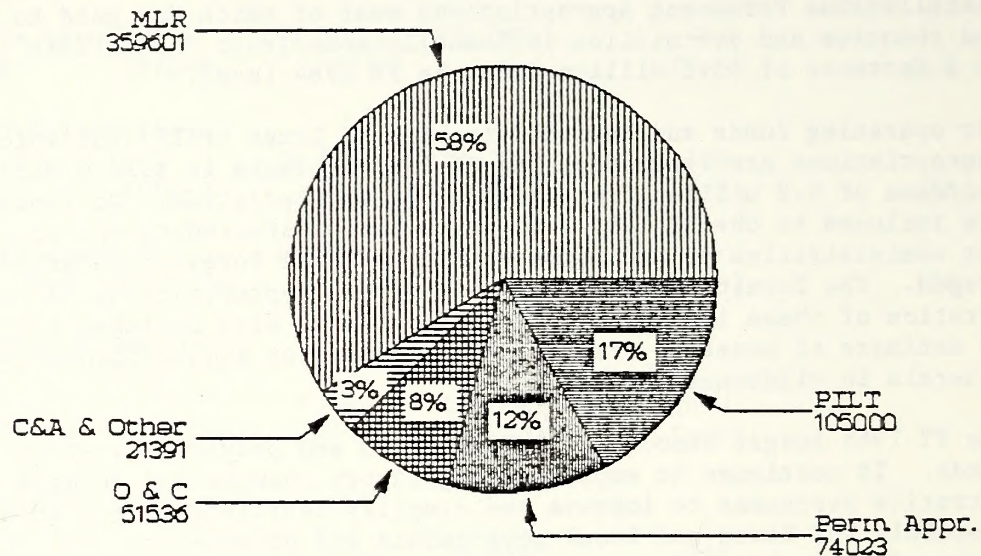
The changes between the FY 1984 appropriation enacted to date and the FY 1985 estimates for each appropriation are highlighted below:

Management of Lands and Resources

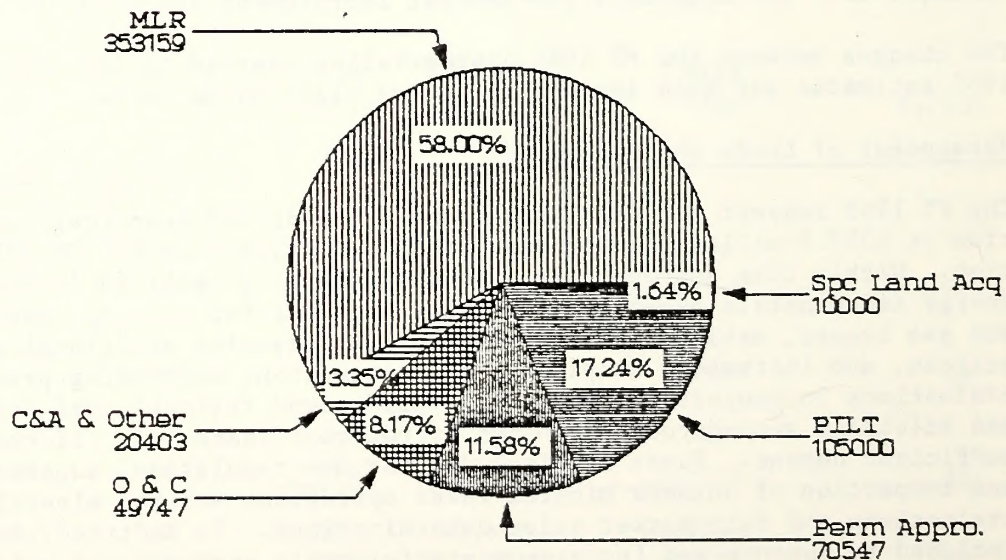
The FY 1985 request for the "Management of Lands and Resources" appropriation is \$353.2 million, a decrease of \$6.4 million from the FY 1984 appropriation. Within this appropriation, an increase of \$7 million in the onshore energy and minerals management activity provides for issuing onshore oil and gas leases, making KGS determinations, processing additional post-lease actions, and increasing compliance and inspection, conducting pre-sale evaluations in support of second-and third-round regional coal lease sales, and holding a second-round combined hydrocarbon lease sale, if there is sufficient demand. Funds are included for the regulation, supervision and inspection of onshore mineral lease operations and for mineral resource evaluations and fair market value determinations. In addition, funds are included to improve and increase energy/minerals economic and policy analysis and for more review of industry plans required under surface management regulations.

A decrease of \$3.5 million for lands and realty management will be possible because of anticipated recovery of additional Federal Government costs of rights-of-way processing from applicants, reduced land sales efforts and by delaying Phase II land status collection efforts and extending the time set for system implementation of the Automated Land and Mineral Record System (ALMRS).

Bureau of Land Management Budget Distribution of BLM Budget by Appropriation Shares



FY 1984 Appropriated



FY 1985 Estimate

This request provides funds to initiate a review of waterpower classifications, which became the responsibility of BLM when the onshore minerals programs of the Minerals Management Service were merged with BLM, and to continue the withdrawal review program mandated by FLPMA.

The FY 1985 request provides for \$88 million in the renewable resources management activity, a decrease of \$10.4 million. Continued emphasis is placed on regulatory changes and changes to administrative processes to improve and simplify program administration. Funding for the grazing management program will be concentrated on those allotments requiring intensive management to improve their condition and to monitor conditions and trends. By FY 1985 maintenance of range improvements will be assigned to livestock operators where they are the primary beneficiary of such improvements.

Funding will be decreased for wildlife habitat management and soil, water and air management as inventory needs are decreasing. The decrease also reflects sharing of authority with State agencies or private groups to carry out habitat improvement work. State agencies and wildlife interest groups will be encouraged to contribute matching funds, labor, or materials for habitat improvement and maintenance. A funding increase of \$1.3 million is requested for implementation of the hazardous materials management program.

A proposed reduction in recreation management is due in part to the winding down of the wilderness study efforts which peaked in FY 1984. The proposed budget provides for interim management of wilderness study areas and completing scheduled wilderness studies. Protection of the most critical and publicly visible cultural resources will be provided, with special emphasis on critical site protection and stabilization. The proposed funding level also provides for activity planning on the most intensively used public lands and includes efforts to transfer management responsibility for sites of local or regional significance where such transfers are of mutual benefit to all parties.

A decrease in planning will be achieved while still meeting planning schedules and EIS deadlines. This decrease reflects the policy of having the activity requiring any MFP amendment to fund its preparation. Funding for data management will be decreased as a result of leasing hardware rather than purchasing equipment for the Automated Land and Mineral Record System (ALMRS).

The FY 1985 estimate decreases the funding rate of cadastral surveys associated with Alaska lands transactions as resources are directed to higher priority work. Large exterior-type boundary surveys for Alaska State and Native transactions are nearly completed and surveys needed for remaining ANCSA selections, and a portion of the remaining State selections are located in areas of the State where climate conditions and other factors cause a large increase in survey cost per acre. In the Lower-48 States, emphasis will be placed on surveys which support high priority lands and minerals programs.

An increase in resource protection will provide additional funds for cooperative agreements with local law enforcement agencies in support of the protection of public resources. This includes the eradication of marijuana planted illegally on public lands. Building maintenance and engineering services will receive increases for work on water, sewer and electrical systems; and transportation maintenance efforts will be decreased.

In General Administration, bureauwide fixed costs for telecommunications and postal services are projected to increase; this will be offset by decreases in anticipated costs for unemployment compensation and change of duty station moves. Other administrative services programs will be unchanged from the base level.

Construction and Access

The FY 1985 request provides \$1.2 million for the access program. No funding for new construction projects is requested. The funding for the access program is limited to the purchase of easements to provide only that access necessary to get products to market and develop needed resources.

Land Acquisition

No new land acquisition projects are planned in FY 1985.

Payments in Lieu of Taxes

Payments in Lieu of Taxes (PILT) will be fully funded at \$105 million, which is the same amount as FY 1984.

Oregon and California Grant Lands

A decrease of \$1.8 million is proposed in the FY 1985 "Oregon and California Grant Lands" appropriation, for a total appropriation of \$49.7 million. In FY 1985 no funds are being requested for the Forest Service for administration of O&C lands within the national forest boundaries. Instead, funds for administration of the O&C lands located within national forests will be requested by the Forest Service in its budget.

The BLM-administered O&C lands are highly productive forest lands in western Oregon. These lands are most often situated in a checkerboard pattern with intermingled privately owned forest lands. In FY 1985, the BLM plans to offer 1.051 billion board feet of timber for sale from all western Oregon lands, which is a decrease of 10 million board feet, and will perform reforestation, timber development and related resource management on these lands.

Range Improvements

The request for range improvement funds is \$10 million, the same as the FY 1984 level. The same appropriation language used in FY 1984 is proposed to conform with provisions in the Public Rangelands Improvement Act (PRIA), that the minimum appropriation for range improvements is to be \$10 million regardless of receipts.

The grazing fee for the 1984 grazing year is \$1.37 per animal unit month (AUM), a decrease of 3 cents from \$1.40 in 1983 because of low beef prices and high costs of production. This fee level will not generate receipts in either FY 1984 or FY 1985 in excess of the PRIA \$10 million minimum. The present grazing fee formula was established by Congress in 1978 and currently is the subject of a joint study with the Forest Service.

Special Acquisition for Lands and Minerals (Borrowing Authority) Current

The FY 1985 estimate includes an increase of \$10 million which represents authority to borrow for purchase of non-Federal coal deposits and other mineral interests and rights within and contiguous to the Cranberry Wilderness Area in West Virginia, pursuant to P.L. 97-466.

Service Charges, Deposits and Forfeitures

Under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976, administrative expenses and other costs related to processing applications for rights-of-way, other land use authorizations, conveyances of Federal mineral interests under private lands, adoption of wild horses and burros, and repairs to damaged property can be recovered through service charges, deposits of funds, and forfeitures of performance bonds.

In FY 1984 procedures will be changed to allow BLM to recover more of the processing costs from the applicant for that group of oil and gas pipeline rights-of-way applications and permits which are estimated to cost less than \$5,000 per application to process. Fewer major right-of-way applications are expected to be filed. An increase of \$375,000 is projected for the Adopt-a-Horse Program, assuming that pending legislation will be enacted to allow sale of unadoptable animals.

Miscellaneous Trust Funds

Section 307 of FLPMA authorizes the Bureau to accept contributions for costs of certain conveyances of omitted lands and for resources management projects, provided that the amounts are appropriated. The estimate for amounts requiring current appropriation is \$100,000 for FY 1985. In addition, other contributions are permanently appropriated for resource improvement projects and land survey work.

Miscellaneous Permanent Appropriations

A number of statutes provide that a specified percentage of the revenues generated by the sale of public lands, mineral resources and surface resource products be shared with States or counties within which the revenue was generated. These amounts are permanently appropriated under the terms of these laws. In FY 1985, it is estimated that \$63.0 million will be paid to States and counties under these appropriations. The permanent appropriations part of the account entitled "Special acquisition for lands and minerals" is included in this category. The FY 1984 amount includes initial issue of bidding rights (i.e., authority to borrow) for acquisition of lands and interests in Rattlesnake National Recreation Area as well as accrued adjustments (i.e., interest); the 1985 amount includes only accrued adjustments.

Receipts

For FY 1985, the BLM will collect an estimated \$288.9 million in receipts from sales of lands and vegetative products, grazing fees, timber sales and miscellaneous sources. This is an increase of \$23.3 million over the estimated receipts of \$265.6 million from these same sources in FY 1984.

Authorization

The authorizations enacted in P.L. 95-352 pursuant to Section 318 of the Federal Land Policy and Management Act of 1976, which covered most of the Bureau's programs, expired as of September 30, 1982. The Omnibus Reconciliation Act (P.L. 97-35) of 1981 authorized funding for BLM programs for FY 1982, FY 1983, and FY 1984. Therefore, current authorizations for appropriations expire as of September 30, 1984.

RECEIPTS

RECEIPTS BY SOURCE

The following table shows total actual receipts collected by the Bureau Land Management in Fiscal Years 1980, 1981, 1982 and 1983 and estimated receipts for Fiscal Years 1984 and 1985.

	<u>Actual 1980</u>	<u>Actual 1981</u>	<u>Actual 1982</u>	<u>Actual 1983</u>	<u>Estimate 1984</u>	<u>Estimate 1985</u>
Sales, Public Land and Materials	\$ 7,756,000	\$ 4,829,000	\$ 3,599,000	\$ 11,528,000	\$ 15,500,000	\$ 9,500,000
Non-Competitive Filing Fees	28,594,000	43,831,000	107,500,000	86,175,000	87,500,000	95,600,000
Registration and Filing Fees	2,504,000	5,373,000	4,428,000	2,342,000	2,342,000	2,342,000
Mineral Leasing 1/	682,124,000	821,990,000	1,313,069,000	949,264,000	--- 2/	--- 2/
Mineral Leasing, Outer Continental Shelf	4,100,871,000	10,137,982,000	7,038,794,000	--- 3/	--- 3/	--- 3/
Grazing Fees	24,602,000	24,884,000	20,879,000	16,699,000	14,661,000	14,610,000
Right-of-way Leases	899,000	588,000	1,299,000	1,942,000	1,942,000	1,942,000
Timber Sales	216,110,000	215,744,000	87,401,000	106,850,000	129,900,000	147,800,000
Recreation/Entrance Use Fees	444,000	441,000	513,000	587,000	600,000	600,000
Miscellaneous Receipts	15,377,000	23,764,000	91,597,000	12,778,000	16,107,000	16,482,000
TOTAL	5,079,281,000	11,279,426,000	8,669,079,000	1,188,165,000	265,552,000	288,876,000

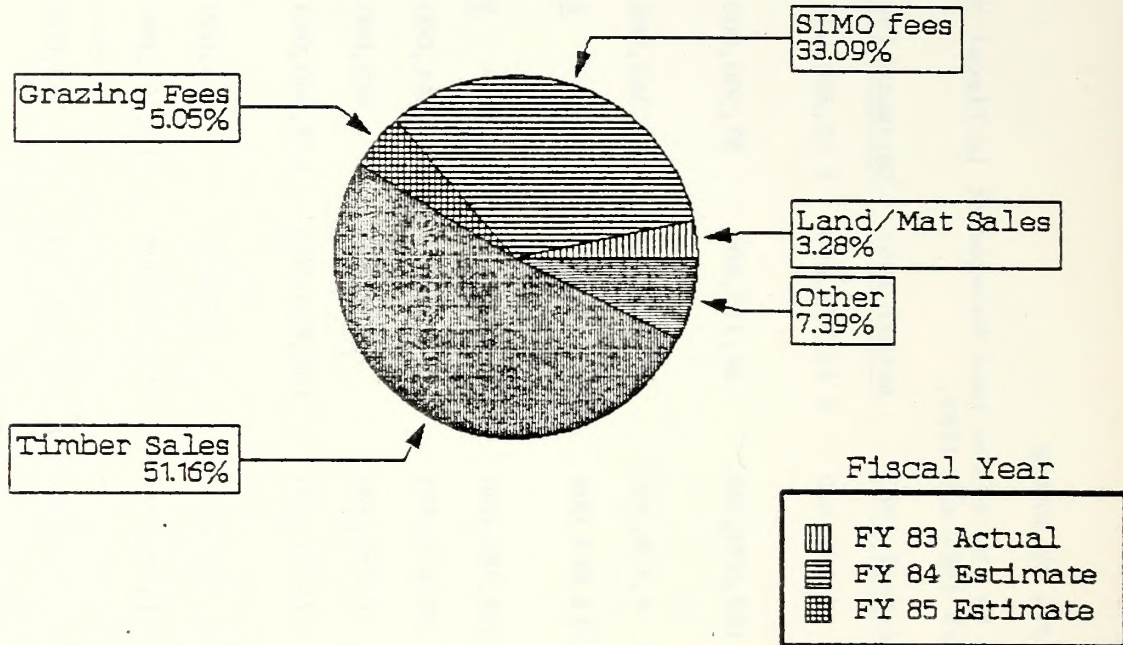
1/ Includes mineral leasing receipts collected by BLM and transferred to other agencies.

2/ Functions transferred to Minerals Management Service in FY 1984.

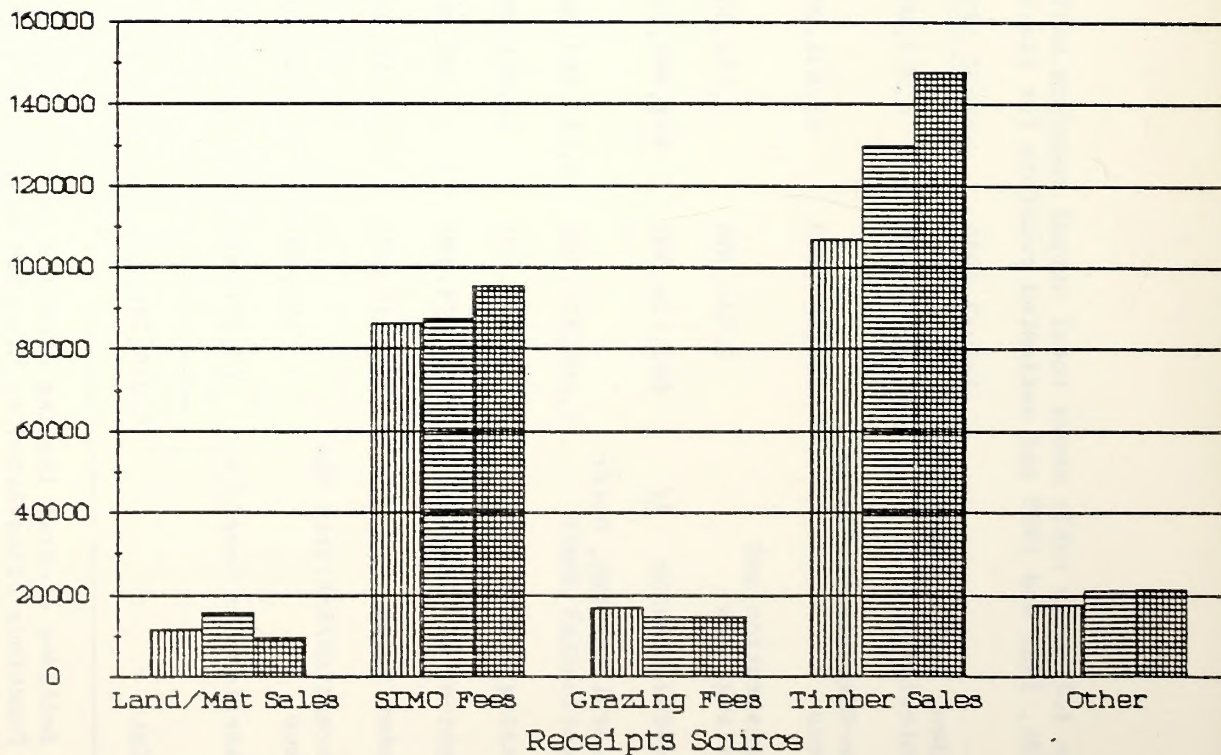
3/ Functions transferred to Minerals Management Service in FY 1983.

B.L.M. Receipts by Source

FY 1985 Estimate



Comparison by Fiscal Year



Receipts by Source -- Descriptions

1. Sale of Public Lands and Materials - This includes receipts from the sale of public lands and materials with the following exceptions:

- a. Receipts from sale of timber from the public domain;
- b. Receipts from sale of lands and materials from Oregon and California (O&C) and Coos Bay Wagon Road lands;
- c. Receipts from sale of lands and materials from Land Utilization project (LU) lands;
- d. Receipts from sale of lands and materials from Reclamation lands (reserved or withdrawn);
- e. Receipts from sale of Naval Petroleum and Oil Shale Reserves; and
- f. Receipts from sale of townsites in Reclamation projects.

This category includes receipts from normal land sales (including Burton - Santini Act), and from vegetative and mineral materials sales (unless elsewhere classified). The FY 1984 and FY 1985 estimates are based on anticipated receipts from sale of land and miscellaneous materials, including land to be offered for sale under the Burton-Santini Act.

2. Non-Competitive Filing Fees - Mineral leasing filing fees are included here. An estimated \$87.5 million in simultaneous oil and gas (SIMO) fees will be collected in FY 1984, and \$95.6 million will be collected in FY 1985. The SIMO estimate is based on anticipated receipt of 1.2 million filings at \$75 per filing in FY 1984 and receipt of 1.3 million filings in FY 1985.
3. Registration and Filing Fees - This category includes fees received for filing or recording documents. Also included are charges for registration of individuals, firms or products. In FY 1985 an estimated \$2.3 million in registration fees will be collected. The registration fee estimate is based on historical data.
4. Mineral Leasing - This includes receipts (including bonuses, royalties, and rents) collected from leasing of oil and gas, coal, oil shale, geothermal, and other minerals on public lands and acquired lands administered under the Mineral Leasing Act (MLA) and Acquired Lands Leasing Act including LU lands and O&C lands although these receipts are not distributed under the MLA formulas.

The Minerals Management Service has assumed responsibility for collection and distribution of mineral leasing royalty and rental receipts in FY 1984. BLM will continue to collect first-year rentals and initial bonuses for mineral leasing but will deposit these receipts into the MMS accounts.

5. Mineral Leasing, Outer Continental Shelf - This includes receipts from leasing of minerals on the Outer Continental Shelf of the United States. The responsibility for these collections was transferred to the Minerals Management Service in FY 1983.
6. Grazing Fees - Grazing receipts are collected in the following accounts:
 - a. Receipts from LU Lands, BLM. Includes receipts for grazing live-stock on Land Utilization (LU) project lands acquired under the authority of the Bankhead - Jones Act of 1937 and transferred to the Department of the Interior by Executive Order (EO) 10787 and EO 10890 for administration by BLM under Section 15 of the Taylor Grazing Act.
 - b. Receipts from Grazing, etc., Public Lands Outside of Grazing Districts, BLM. Includes receipts collected from users of grazing lands outside BLM grazing districts:
 - ° Receipts from public lands leased for grazing under the authority of Section 15 of the Taylor Grazing Act (TGA) of 1934 and LU lands transferred to the Department of the Interior by Executive Orders 10046, 10234, and 10322 to be administered according to Section 15 of TGA;
 - ° Receipts collected by other agencies under cooperative agreements; and
 - ° Crossing fees and trespass collections for Section 15 lands.

Excludes grazing receipts from O&C and Coos Bay Wagon Road (CBWR) lands and LU lands transferred by Executive Orders 10787 and 10890 and receipts covered by other laws.

- c. Receipts from Grazing, etc., Public Lands Within Grazing Districts, BLM. Includes grazing receipts from public lands within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934 and from grazing on LU lands transferred under EO 10787 and EO 10890, and crossing fees and trespass collections from Section 3 lands.

Grazing fees are based on the formula established in the Public Rangelands Improvement Act of 1978. The formula includes forage value index, private land lease rate, beef cattle prices and the price paid to ranchers for finished beef cattle. The grazing fee will drop in FY 1984 and is expected to remain the same in fiscal year 1985, causing a reduction in FY 1984 and 1985 receipts. The grazing fee for the 1984-85 grazing year (March 1, 1984 to February 28, 1985) is \$1.37 per animal unit month (AUM).

Range Improvements Fee, Taylor Grazing Act. Fifty percent of all receipts collected from Taylor Grazing Act Section 3 lands, Section 15 lands, and LU lands under BLM jurisdiction are allocated to the Range Improvements fund. As provided in the Taylor Grazing Act and Public Rangelands Improvement Act of 1978, when appropriated by Congress, these funds are available until expended for the construction, purchase and maintenance of range improvements.

Appropriations are made from receipts collected in the previous fiscal year.

7. Right-of-Way Leases - Includes annual rental on right-of-way permits.
8. Timber Sales - Included are receipts from the sale of timber and other natural land products from the Oregon and California Grant Lands (O&C) and from Coos Bay Wagon Road lands in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, sale of town-sites within reclamation projects, and from public domain timber sales. Estimates are based on historical data and anticipated changes in other factors affecting timber demand, such as housing construction.

Timber Receipts FY 1982 - 85

(dollars in thousands)

	Actual		Estimate	
	FY 1982	FY 1983	FY 1984	FY 1985
Oregon and California Grant Lands	\$78,597	\$92,306	\$115,000	\$130,000
Coos Bay Wagon Road	2,458	4,836	3,400	4,400
Public Domain - Western Oregon	4,997	4,056	3,400	3,900
Public Domain - Other	1,349	3,529	8,100	9,500
	<u>\$87,401</u>	<u>\$104,727</u>	<u>\$129,900</u>	<u>\$147,800</u>

The estimate for Oregon and California Grant Lands timber assumes a 25 percent increase from FY 1983 to FY 1984 and a 13 percent increase from FY 1984 to FY 1985. The estimate for timber receipts from Coos Bay Wagon Road lands assumes a decrease from FY 1983 to FY 1984 as a result of the timber relief bill and a 30 percent increase from FY 1984 to 1985. These receipts are collected mostly as timber is harvested.

There was an unexpected increase in timber cut from the readily accessible, low-lying slopes of the public domain in western Oregon during Fiscal Years 1982 and 1983. It is anticipated that less timber will be cut from these areas during the coming years as the supply is diminished and timber harvesting is shifted to other areas.

It is expected that more timber will be cut from public domain lands outside of western Oregon as timber harvesting returns to historically normal levels in those areas.

9. Recreation/Entrance Use Fees - This includes special recreation use fees. Fees are collected primarily from Off-Road Vehicle (ORV) events and from white water river rafting.
10. Miscellaneous Receipts - This includes receipts not otherwise classified. There are three major categories of miscellaneous receipts:
 - a. Rent of land (for grazing, commercial, industrial and residential purposes, camp sites);

- b. Revenues from special program services such as road user fees, right-of-way application processing fees, and wild horse and burro fees collected from adopters; and
- c. Fines, penalties and bond forfeitures.

Fees for reimbursement of right-of-way processing expenses are expected to increase by \$3.1 million from FY 1983 to FY 1984 due to increased cost recovery for right-of-way expenses.

Wild horse and burro adoption fee receipts will increase by \$800,000 in FY 1984. An anticipated additional \$375,000 is estimated to be derived from sale of wild horses and burros assuming enactment of legislation granting BLM authority to sell animals in FY 1985.

Estimates for other miscellaneous receipts are expected to remain the same in FY 1985 as in FY 1984.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1983

State	Mineral Leases and Permits	Forage Receipts Taylor Grazing Districts		Sale of Public Land and Materials	Other	Total
		Outside	Inside			
Alabama.....	379,222			660		379,882
Alaska.....	48,169,554			6,326		48,175,880
Arizona.....	4,294,975	128,468	103,078	2,681		4,529,202
Arkansas.....	579,454					579,454
California.....	35,829,205	139,976	31,840	35,329		36,036,350
Colorado.....	33,648,997	43,891	113,831	29,599		33,836,318
Florida.....	46,802			160		46,962
Idaho.....	4,346,244	35,108	283,970	12,351		4,677,673
Kansas.....	1,010,285	117				1,010,402
Louisiana.....	708,718					708,718
Michigan.....	69,916					69,916
Mississippi.....	7,419,425					7,419,425
Minnesota.....				87		87
Montana.....	18,488,530	167,266	171,302	9,240	579,662	19,416,000
Nebraska.....	258,917	1,167				260,084
Nevada.....	12,184,632	34,803	406,567	70,402		12,696,404
New Mexico.....	131,240,911	223,491	335,817	12,363	21,125	131,833,707
North Dakota.....	9,177,260	9,152				9,186,412
Oklahoma.....	2,024,918	326			5,543	2,030,787
Oregon.....	5,105,221	44,789	196,710	40,042,475 1/		45,389,195
South Dakota.....	1,525,838	64,118		961		1,590,917
Utah.....	36,162,287		238,732	14,672	1,610	36,417,301
Washington.....	823,438	26,588		13,397		863,423
Wisconsin.....				4		4
Wyoming.....	180,720,075	437,167	283,021	24,180		181,464,443
TOTAL	534,214,824	1,356,427	2,164,868	40,274,887	607,940	578,618,946

1/ Includes payments under the Oregon and California (O&C) Grant Lands Act and the Coos Bay Wagon Road Act for timber receipts.

MANAGEMENT OF
LANDS AND RESOURCES

Appropriation Summary Statement

Appropriation: Management of Lands and Resources

The Management of Lands and Resources appropriation, the largest of BLM's five operating appropriations, provides for a variety of functions necessary to develop, manage, and protect the public lands and resources (both surface and subsurface) under the Bureau's jurisdiction. These activities include onshore energy and minerals management, lands and realty management, renewable resources management, planning and data management, cadastral survey, firefighting and rehabilitation, technical services, and general administration. The FY 1985 estimate is \$353,159,000, a decrease of \$6,442,000 from the FY 1984 appropriation enacted to date.

1. Onshore Energy and Minerals Management includes the evaluation, leasing and supervision of Federal and Indian coal, oil and gas, geothermal resources, oil shale, tar sands and nonenergy minerals; the assessment of the environmental impacts of proposed minerals development; and the implementation of measures to mitigate any adverse environmental effects. By Secretarial Order No. 3087, of December 3, 1982, the Secretary transferred from the Minerals Management Service (MMS) to BLM all responsibilities for onshore mineral resource evaluation, regulation and lease supervision, consolidating all onshore minerals management functions into the BLM. All onshore minerals revenue and royalty management responsibilities were consolidated in MMS.
 - A. Energy Resources programs provide for additional post-leasing and inspection capability and issuance of 17,750 onshore oil and gas leases in FY 1985. The request provides funding for coal resource pre-sale evaluations, and regional coal sales, activity plans, exploration licenses, and preference right lease application processing. In FY 1985, 1985, BLM will offer all unleased Known Geothermal Resource Area (KGRA) lands at competitive geothermal lease sales; process noncompetitive lease applications and make available previously leased land within 90 days; and provide a timely response to all geothermal exploration and development proposals. In addition, BLM will prepare for and possibly hold one hydrocarbon competitive lease sale and conduct activity planning in preparation for one potential oil shale permanent program lease sale in Colorado and one in Utah in FY 1986. Applications for conversion of existing oil and gas leases and mining claims in special tar sands areas to combined hydrocarbon leases will be processed.
 - B. Nonenergy Minerals provides for leasing of certain minerals such as phosphate, potash, and uranium; the sale of common variety materials such as sand and gravel; and the administration of programs relating to mining on the public lands, such as regulations to protect surface values from undue degradation, recordation of mining claims, and issuance of mineral patents. The number of reviews of mining plans of operation filed will be increased. Funds are also included to provide economic and policy analysis to ensure that programs are cost effective and that fair market value is received by the Government from mineral leasing.

2. Lands and Realty Management

- A. The Realty Operations program in FY 1985 provides for the processing of all non-cost-reimbursable applications for energy and nonenergy right-of-way projects. Cost recovery through a fee schedule is being applied to smaller rights-of-way projects. Also, the program includes processing of land use authorizations, land tenure adjustments, and land disposal actions. Additional casework involves State Indemnity Selections, Desert Land Entries, Navajo-Hopi land settlement and others. FLPMA public land sales of an estimated 40,000 acres are scheduled in FY 1985. In Alaska, 3.5 million acres of native conveyances, 4.2 million acres of State of Alaska conveyances and about 2,000 Native allotment parcels will be processed. The BLM's implementation of an automated land and mineral record system (ALMRS) will be continued in FY 1985.
- B. The Withdrawal Processing and Review program in FY 1985 emphasizes review of other agency withdrawals; processing of new withdrawal applications, and reviewing waterpower and water storage classifications.

3. Renewable Resources Management includes forest management; range management; soil, water and air management; wildlife habitat management; recreation management; and fire management. These activities provide for the development, utilization, protection, preservation and sustained yield management of the natural resources on the public lands.

- A. The Forest Management program provides for the management, development, protection, and sustained yield of timber products on more than 2.1 million acres of public domain commercial forest land. The 1985 sales objective on lands outside western Oregon is 92 million board feet, with an estimated sale value of approximately \$7 million.
- B. The Range Management program provides for the management of livestock grazing for 4.3 million cattle, sheep, goats and horses on about 170 million acres of public rangeland and for management of 49,000 wild horses and 11,000 wild burros on the public lands.
- (1) Wild Horse and Burro Management ensures viable populations of healthy free-roaming wild horses and burros, the control of populations to prevent deterioration of range conditions, and the humane care and treatment of animals through an adoption and sale program.
- (2) The Grazing Management program will continue to emphasize adherence to the court-ordered schedule for preparation of environmental impact statements. In FY 1985, inventories in advance of EIS's will continue to decrease as the peak workload is past. Monitoring will be increased to strengthen the Bureau's data base for making supportable and equitable decisions and for evaluating progress in meeting resource management objectives. The program will continue to emphasize on-the-ground development of range improvements. To the extent feasible, improvements will incorporate private cost sharing in relation to private returns from the investments. Utilization of cooperative management agreements will encourage private and other interests to contribute to prudent rangeland investments.

- C. Soil, Water, and Air Management includes such activities as stabilizing soils; improving water quality through land treatment or development of facilities; maintaining structures and facilities; documenting and applying for water rights for public land uses; and gathering soil, water and air quality data necessary to make management decisions on grazing, timber, and energy development; to initiate hazardous waste inventory; and to evaluate, rank and start cleanup action of the highest priority sites on public lands. Soil inventories will be adequate to meet the grazing EIS schedule and other high priorities. On-the-ground development will be targeted to correcting unsafe conditions and protecting human health and property. Funding is also provided to file an estimated 1,800 water rights claims needed for program purposes. An increase is requested to implement the hazardous materials management program.
- D. Wildlife Habitat Management includes activities for the protection, management, and improvement of fish and wildlife habitats for all species dependent totally or partially on public lands for food and shelter; for cooperative management with other Federal and state wildlife agencies responsible for species management; and the protection and management of habitat for threatened and endangered species of fish, wildlife, and plants. In addition, funds are included to match contributions by State agencies and wildlife interest groups who are willing to contribute funds or donate labor or materials for habitat improvement and maintenance.
- E. Recreation Management includes the activities that allow the public lands to be used for a wide variety of outdoor recreation purposes; the protection, interpretation, and management of historic and archaeological sites; and wilderness management.
- (1) Cultural Resources Management focuses on protection, management and inventory of archaeological, cultural and natural history resources on public lands. Emphasis will be on protection of the most valuable and critically threatened cultural and natural history resources.
 - (2) Wilderness Management includes interim management on wilderness study areas, preparation of wilderness study reports and suitability recommendations, activity planning and management of designated wilderness areas, and coordination with the Geological Survey and Bureau of Mines on mineral surveys required by law. Study efforts will peak in FY 1984, and the major study efforts by BLM will be completed by the end of FY 1985.
 - (3) Recreation Resources Management focuses on 3 national conservation areas (including the California Desert), one national recreation area, over 150 areas where recreation use is heavily concentrated, 12 national wild and scenic rivers and 20 nationally designated trails. Less intensive management allows an equally significant amount of recreation to be provided on 52 rivers (over 4,000 miles) and on BLM managed public lands. The Bureau will continue efforts to evaluate and seek shared management responsibility, or to transfer to State or local governments recreation sites that are of greater significance locally than nationally.

- F. Fire Management includes activities for developing fire techniques such as prescribed burning, as a tool for resource management and for developing methods to prevent and suppress fires to minimize loss of resources from wildfires.
- 4. Planning and Data Management includes land use planning and automated data management.
 - A. Planning provides for the development of resource management plans to provide a basis for decisions for energy and mineral production, range-land management, lands and realty actions, timber production, and wilderness studies, as well as to resolve conflicts involving wildlife habitat, recreation, cultural resources, and other natural resources.
 - B. The Data Management program also supports Bureau programs through the development and operation of automated systems for acquiring, storing, using, and disseminating data required for all aspects of the agency's programs, including both administration and natural resource management. This program provides essential ADP support to the implementation of the Bureau's Automated Land and Mineral Records System.
- 5. The Cadastral Survey program provides for the identification of land boundaries and legal property descriptions to facilitate BLM's land management programs, other Federal land-managing agencies needs, and the conveyance of public lands as required by law.

In Alaska, surveys are performed on lands selected by the State for transfer under the Alaska Statehood Act; and for Native townsites, Native allotments, and entitlements under the Alaska Native Claims Settlement Act; and other special purposes. The FY 1985 program for Alaska will enable BLM to conduct surveys on 1,500,000 acres of native selections, 60,000 acres of State selections, and 350 native allotment parcels.

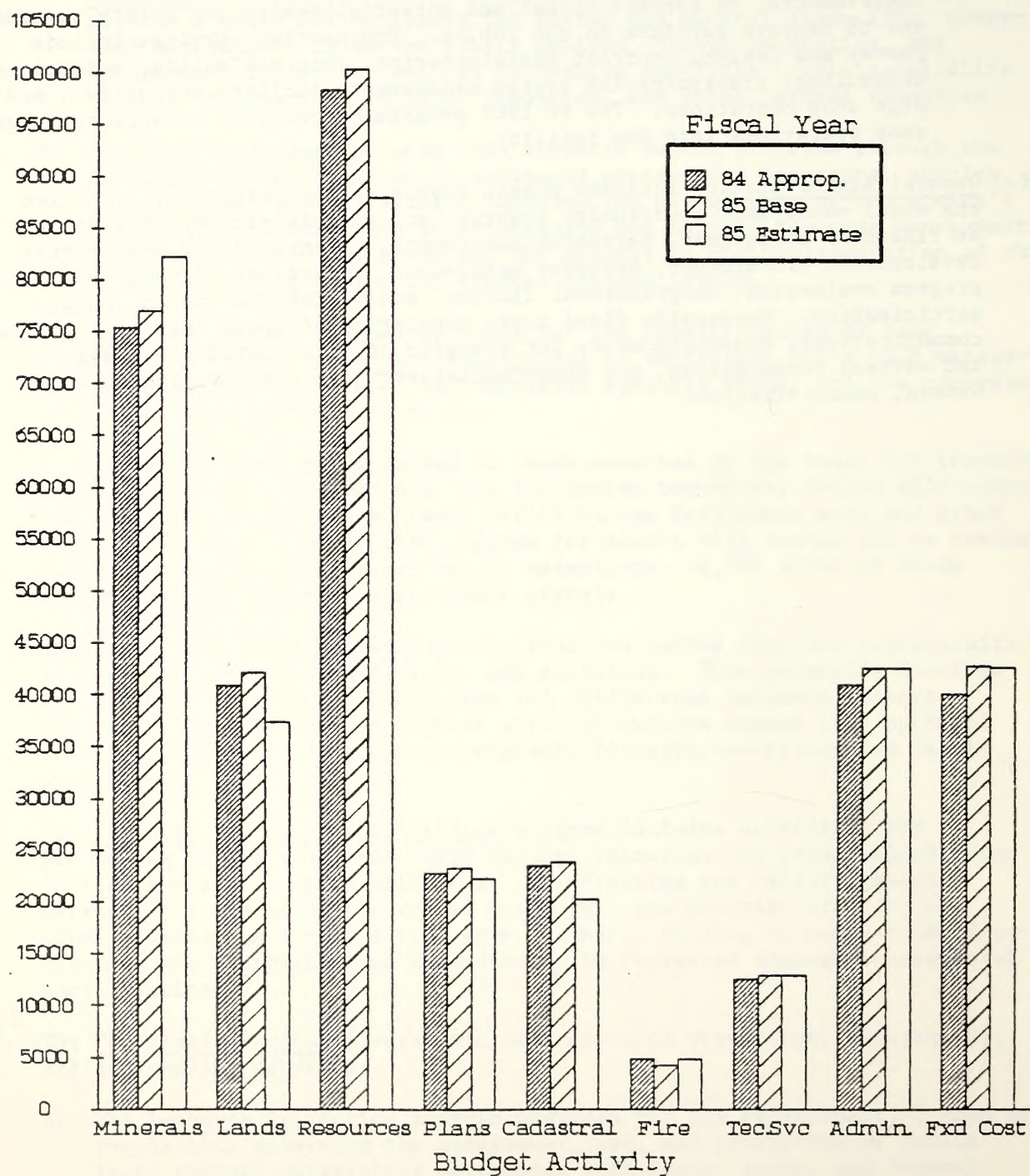
Surveys in the Other States identify land boundaries that are prerequisite to resource management activities and decisions. This primarily involves resurveys to reestablish boundaries and obliterated boundary markers. Emphasis will be placed on highest priority surveys needed in support of energy and minerals development programs, forestry operations and realty program efforts.

- 6. The Firefighting and Rehabilitation program includes activities for protecting public lands and their natural resources and other values from loss or depletion due to wildfires. Firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other disasters and varies from year to year. Funding to cover total firefighting and rehabilitation expenditures is requested through supplemental appropriations.
- 7. The Technical Services program includes resource protection, maintenance, and engineering services.
 - A. The Resource Protection program provides for the enforcement of laws and regulations governing the management, use, and protection of public lands through cooperative agreements with State, local, and Federal law enforcement agencies; Federal special agents, and a uniformed ranger

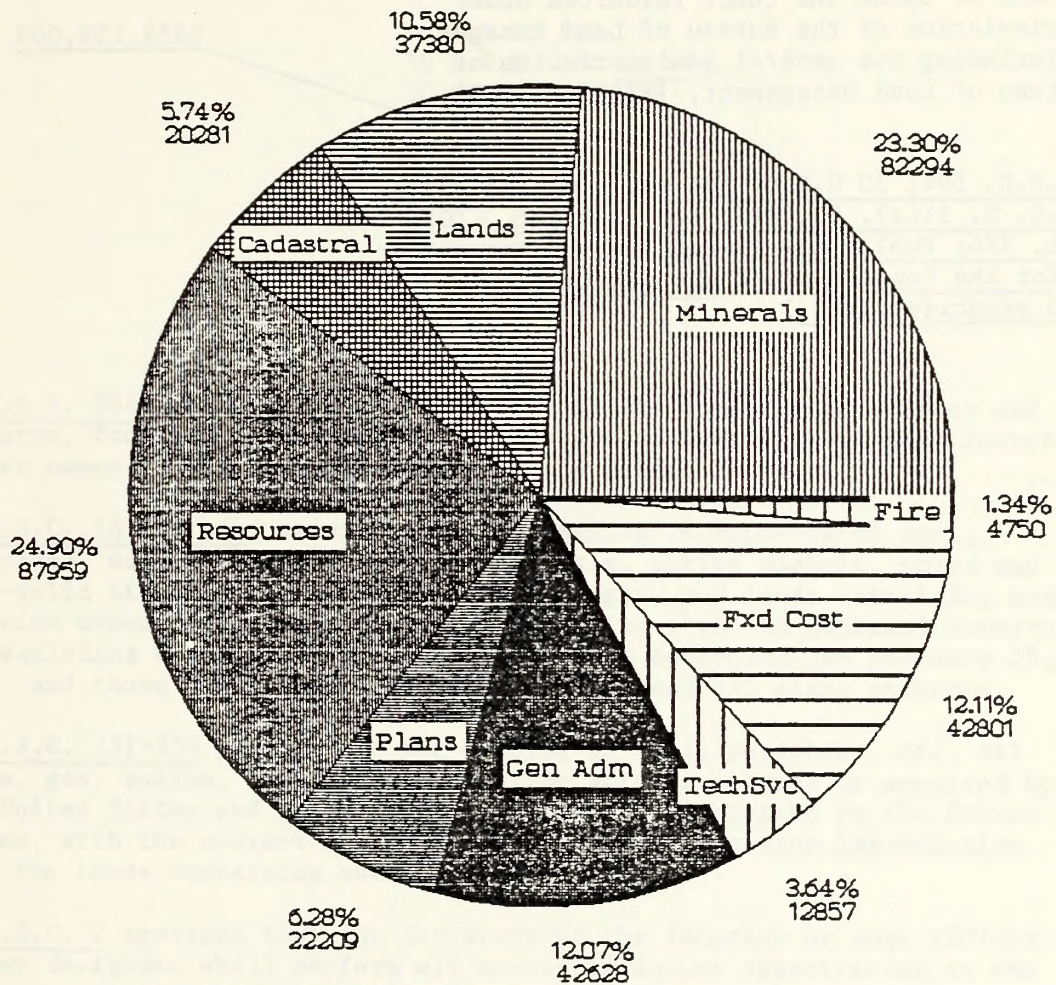
force in the California Desert. The FY 1985 program will continue cooperative agreements and direct investigation of a variety of cases.

- B. The Maintenance and Engineering Services program provides for essential maintenance and engineering services to other Bureau programs. Maintenance includes activities for the care and upkeep of BLM facilities, such as buildings, roads, trails, and recreation sites. The primary objectives are to protect the public's investment in these capital improvements, to correct actual and potential health and safety hazards, and to improve services to the public. Engineering services include survey and design, contract administration, cost estimating, maintenance scheduling, transportation system management, facility evaluation, and sign shop operations. The FY 1985 program proposes to consolidate sign shop operations into one facility.
8. General Administration includes Bureau executive and managerial direction, the equal employment opportunity program, and administrative services such as financial management, personnel management, safety, budget and program development, procurement, property management, records and directives, program evaluation, congressional liaison, public information and public participation. Bureauwide fixed costs consisting of space leasing, postage, communications, household moves for transfer of duty stations, unemployment and workers compensation, and departmental services are also funded under General Administration.

Management of Lands and Resources FY 1985 Estimate, FY 1985 Base & FY 1984 Appropriation



Management of Lands & Resources
 FY 1985 Estimate (\$000s)
 Budget Amounts by Activity



DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$359,601,000].

\$353,159,000

(16 U.S.C. 594; 30 U.S.C. 181 et. seq., 351-359; 43 U.S.C. 2, 31(a), 52, 315, 1181 a,b,d-f, 1701; 78 Stat. 986; Public Law 98-146, making appropriations for the Department of the Interior and related agencies, 1984.)

Appropriation Language Citations

Appropriation: Management of Lands and Resources

1. For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$359,601,000] \$353,159,000.

16 U.S.C. 594
30 U.S.C. 181 et seq.
30 U.S.C. 351-359
43 U.S.C. 2
43 U.S.C. 31(a)
43 U.S.C. 52
43 U.S.C. 315
43 U.S.C. 1181 a,b, d-f
43 U.S.C. 1701 et seq.
78 Stat. 986
P.L. 98-146

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles, or other insects, timber owned by the United States upon the public lands.

30 U.S.C. 181 et seq. provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves.

30 U.S.C. 351-359 provide for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposit.

43 U.S.C. 2 provides that the Secretary of the Interior or such officer as he may designate shall perform all executive duties appertaining to the surveying and sale of the public lands of the United States, or in anywise respecting such public lands, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

34 U.S.C. 31(a) provides for the classification of the public lands and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary or such officer as he may designate shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the public lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315 provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which in his opinion are chiefly valuable for grazing and raising forage crops.

43 U.S.C. 1181 a, b, d-f provide for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq. provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archeological values; for receiving fair market value of the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, and exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

78 Stat. 986 provides for the classification of certain lands exclusively administered by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

P.L. 98-146, the FY 1984 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1984.

Summary of Requirements

<u>Appropriation: Management of Lands and Resources</u>		(Dollar amounts in thousands)		
	<u>FTE-T</u>	<u>Amount</u>	<u>FTE-T</u>	<u>Amount</u>
 <u>SUMMARY OF BASE ADJUSTMENTS</u>				
Appropriation, 1984.....			8,579	359,601
 Anticipated savings from management initiatives:				
Management bulge reduction.....	---	-654		
Centralized travel office savings.....	---	-21		
Printing plant closure.....	-7	-296		
Net anticipated savings from management initiatives.....			-7	-971
 Total adjustment for 1984 pay increase.....			---	+8,214
 <u>Transfers:</u>				
Transfer to Departmental Management - Office of Secretary, OAS.....			---	-1,024
 Other increases and/or decreases:				
Employees Compensation Fund.....	---	+22		
Unemployment compensation payments.....	---	+1,142		
Rent payments to GSA (SI,UC).....	---	+1,583		
One more workday in FY 1985.....	---	+815		
Net, other increases and/or decreases.....			---	+3,562
 1985 Base Budget.....			8,572	369,382

Comparison-by activities/subactivities	1984			Inc(+)/Dec(-) From 1984		Inc(+)/Dec(-) Over 1985						
	1983 Actual FTE/T	Appropriation Enacted to Date		1985 Base		1985 Estimate						
		Amount	FTE/T	Amount	FTE/T	Amount	FTE/T					
Onshore Energy & Minerals Management.												
Energy Resourcea	1,240	55,803	1,470	61,210	1,467	62,465	1,699	66,983	+229	5,773	+232	+4,518
Nonenergy Minerals	317	11,955	368	14,115	368	14,511	403	15,311	+35	+1,196	+35	+800
Subtotal	1,557	67,758	1,838	75,325	1,835	76,976	2,102	82,294	+264	+6,969	+267	+5,318
Lands & Realty Mgmt.												
Realty Operations	948	32,553	990	37,391	990	38,529	945	33,264	-45	-4,127	-45	-5,265
Withdrawal Proc. & Rev..	99	4,079	105	3,529	105	3,666	120	4,116	+15	+587	+15	+450
Subtotal	1,047	36,632	1,095	40,920	1,095	42,195	1,065	37,380	-30	-3,540	-30	-4,815
Renewable Resources Mgmt.												
Forest Management	138	5,706	145	6,112	145	6,286	145	6,286	---	+174	---	---
Range Management	1,015	39,630	920	36,334	920	37,319	835	33,519	-85	-2,815	-85	-3,800
Soil, Water & Air Mgmt..	307	16,946	310	16,595	310	16,882	278	12,882	-32	-3,713	-32	-4,000
Wildlife Habitat Mgmt. .	340	15,150	295	13,515	295	13,805	270	11,705	-25	-1,810	-25	-2,100
Recreation Mgmt.	463	23,235	400	18,360	400	18,618	345	16,077	-55	-2,283	-55	-2,541
Fire Management	145	9,334	145	7,446	141	7,490	141	7,490	-4	+44	---	---
Subtotal	2,408	110,001	2,215	98,362	2,211	100,400	2,014	87,959	-201	-10,403	-197	-12,441
Planning & Data Mgmt.												
Planning	226	8,704	230	8,891	230	9,121	225	8,471	-5	-420	-5	-650
Data Mgmt.	200	12,932	207	13,914	207	14,163	210	13,738	+3	-176	+3	-425
Subtotal	426	21,636	437	22,805	437	23,284	435	22,209	-2	-596	-2	-1,075
Cadastral Survey												
Alaska	140	9,992	170	12,140	170	12,130	160	10,058	-10	-2,082	-10	-2,072
Other States	336	11,602	330	11,407	330	11,773	310	10,223	-20	-1,184	-20	-1,550
Subtotal	476	21,594	500	23,547	500	23,903	470	20,281	-30	-3,266	-30	-3,622
Firefighting & Rehab.												
Firefighting	851	40,310	956	4,150	956	3,585	956	4,150	---	---	---	+565
Rehabilitation	19	2,600	20	600	20	600	20	600	---	---	---	---
Subtotal	870	42,910	976	4,750	976	4,185	976	4,750	---	---	---	+565
Technical Services												
Resource Protection	22	2,022	25	2,036	25	2,076	25	2,376	---	+340	---	+300
Maint. & Eng. Services .	197	10,931	193	10,554	193	10,794	202	10,481	+9	-73	+9	-313
Subtotal	219	12,953	218	12,590	218	12,870	227	12,857	+9	+267	+9	-13
General Administration												
	1,227	75,865	1,300	81,302	1,300	85,569	1,300	85,429	---	+4,127	---	-140
TOTAL REQUIREMENTS	8,230	389,349	8,579	359,601	8,572	369,182	8,589	353,159	+10	-6,442	---	+17 -16,223

Justification of Base Adjustments

(dollar amounts in thousands)

Anticipated savings from management initiatives

In FY 1985 certain management initiatives will be conducted to improve cost effectiveness and performance of the Bureau's management and support functions. The savings expected to result from these initiatives are discussed below.

Management bulge reduction..... -654

In FY 1985, 56 positions in the GS 11-15 range will be affected by this management initiative. These positions will be filled at a lower grade level.

Centralized travel office closure..... -21

This management initiative involves closing the Department's centralized travel office in Washington in FY 1985 and obtaining services from private travel agencies. BLM's share of the resulting savings is anticipated to be \$21,000 in FY 1985.

Printing plant closure..... -296

This management initiative involves closing the Bureau's duplicating and printing operations in Colorado, Idaho, Oregon and Wyoming in FY 1985 and obtaining printing services from the private sector. Anticipated savings resulting from this initiative are \$296,000 and 7 FTE's.

Total adjustment for 1984 pay increase

Anticipated FY 1984 pay increase supplemental.....	-0-	
Amount of FY 1984 pay increase to be absorbed.....	6,023	
Total cost in FY 1984 of pay increase.....	6,023	
Amount in FY 1985 to provide full-year 1984 costs.....	2,191	
Total FY 1985 adjustment for 1984 pay increase.....		+8,214

The 1984 pay increase of \$6,023,000 includes \$5,759,000 for the general schedule and executive schedule pay increase effective January 1, 1984 and \$264,000 for the wage board pay increases during 1984. An additional \$2,191,000 is required in 1985 to cover the full-year cost of the 1984 pay supplemental, including \$2,104,000 for general and executive schedule and \$87,000 for wage board.

The amount absorbed in FY 1984 for the pay cost increase will result in a reduction of temporary and summer seasonal employment and reduced contract activities. The result will be reductions in lower priority program accomplishments in most activities, especially in on-the-ground data collection, analysis, and completion of range and forest land improvement work undertaken by contract. It will also result in deferral of some maintenance work as well as deferral of certain technical studies, plan preparation, equipment purchases and supplies and materials.

Transfers

Transfer to Departmental Management - Office of Secretary
for Office of Aircraft Services..... -1,024

In FY 1985, it is proposed that certain costs of the Office of Aircraft Services be funded in the Departmental Management Appropriation. The amount being transferred represents the current estimate of the Bureau of Land Management's prorata share of these costs.

Other increases and/or decreases

Employees Compensation Fund +22

The increase in the repayment to the Employees Compensation Fund is the result of higher costs in the 1983-84 expense period. These charges will be reimbursed to the Department of Labor, Employees Compensation Fund, with FY 1985 funds pursuant to Public Law 94-273.

Unemployment Compensation Payments +1,142

The increase in payment to the Federal Employment Compensation Account (FECA) is the result of higher costs for unemployment compensation payments. These charges will be reimbursed to the Department of Labor, Federal Employment Compensation Fund, in 1985 pursuant to Public Law 96-499.

Rent Payments to GSA (SLUC)..... +1,583

The GSA conducted a Fair Annual Rental (FAR) appraisal for 1985 which resulted in increases over the 1984 rates. The FAR estimate of \$23,567,000 for 1985 rent payments to GSA was subtracted from the 1984 estimate of \$21,984,000 for an increase of \$1,583,000.

One more workday in FY 1985 +815

The increase for personnel compensation results from there being one more workday in FY 1985 than in FY 1984 for most full-time employees.

Activity Summary

Activity: Energy and Minerals Management

<u>Subactivity</u>	(Dollars in thousands)					Increase (+) or Decrease (-) 1985 Est. over 1985 Base
	<u>FY 1983 Actual (B.A.)</u>	<u>FY 1984 Approp. Enacted</u>	<u>FY 1984 Revised Estimate</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	
Energy Resources	\$ 55,803	\$ 61,210	\$ 61,210	\$ 62,465	\$ 66,983	\$ +4,518
Nonenergy Minerals	11,955	14,115	14,115	14,511	15,311	+800
Total	67,758	75,325	75,325	76,976	82,294	+5,318

Justification of Program and Performance

Activity: Onshore Energy and Minerals Management
 Subactivity: Energy Resources

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Oil and Gas	\$	37,267	38,228	43,228	+5,961	+5,000
	(FTE-T)	(985)	(983)	(1,210)	(+225)	(+227)
Coal	\$	18,598	18,808	17,808	-790	-1,000
	(FTE-T)	(360)	(360)	(345)	(-15)	(-15)
Geothermal	\$	3,197	3,293	3,293	+96	---
	(FTE-T)	(60)	(60)	(60)	(---)	(---)
Oil Shale/Tar Sands	\$	2,148	2,136	2,654	+506	+518
	(FTE-T)	(65)	(64)	(84)	(+19)	(+20)
Total Requirements	\$	61,210	62,465	66,983	+5,773	+4,518
	(FTE-T)	(1,470)	(1,467)	(1,699)	(+229)	(+232)

Authorizations

30 U.S.C. 181 et seq.
 P.L. 66-146

The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.

42 U.S.C. 4321, 4331-4335, 4341 - 4347
 P.L. 91-190

The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.

43 U.S.C. 1711
 P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides for the preparation and maintenance of inventories of public land resource values (Section 201(a)).

P.L. 94-377

The Federal Coal Leasing Amendments Act of 1976 requires competitive leasing of coal on public lands.

30 U.S.C. 351-359

The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.

43 U.S.C. 31(a)	The <u>Act of March 3, 1879</u> , as amended, provides for the inventory and classification of minerals on Federal lands.
60 Stat. 1099	Section 402 of <u>Reorganization Plan No. 3 of 1946</u> transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
30 U.S.C. 1001 P.L. 91-581	The <u>Geothermal Steam Act of 1970</u> authorizes the Secretary to issue leases for the development of geothermal resources.
P.L. 97-78	The <u>Combined Hydrocarbon Leasing Act of 1981</u> directs the development of tar sand deposits by authorizing issuance of oil and gas leases that include tar sands and the conversion of certain existing oil and gas leases and mining claims to combined hydrocarbon leases.
25 U.S.C. 396	The <u>Act of March 3, 1909</u> , as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act.
25 U.S.C. 396(a)	The <u>Act of May 11, 1938</u> provides for equivalent actions in leasing unallotted (tribal) Indian lands.
30 U.S.C. 1701 P.L. 97-451	The <u>Federal Oil and Gas Royalty Management Act of 1982</u> is a comprehensive law dealing with royalty management on Federal and Indian leases, and includes in addition to its revenue accountability requirements, provisions pertaining to: onshore field operations; inspections; cooperation with the States and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; and reinstatement of onshore leases terminated by operation of law. It also requires the Secretary to study whether royalties are adequate for coal, uranium, and nonenergy leasable minerals.
25 U.S.C. 2101-2107 P.L. 97-382	The <u>Indian Mineral Development Act of 1982</u> permits Indian tribes and allottees to enter agreements other than conventional leases for the disposition of mineral resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter.

OIL AND GAS

Objectives

- ° Continue to complete processing of noncompetitive offers to lease on BLM lands within six months of receipt (i.e., allow no backlog to develop);
- ° Make land available for oil and gas development by issuing leases and processing notices of intent (NOI's) to conduct geophysical exploration and applications for permits to drill (APD's) and associated rights-of-way within 30 days of receipt;
- ° Open non-North Slope land in Alaska to oil and gas leasing. Hold one competitive sale in the National Petroleum Reserve - Alaska (NPR-A);
- ° Process assignments within 90 days of receipt;
- ° Coordinate with the data management and nonenergy realty programs as they continue to automate Federal land status and mineral lease records to enhance BLM's land management abilities and provide faster and more reliable service and information to the public;
- ° Work with other surface management agencies to help alleviate their oil/gas lease issuance backlog;
- ° Classify Federal lands as to oil and gas potential and existence of Known Geologic Structures (KGS's) and evaluate specific tracts offered for sale by competitive leasing;
- ° Approve and supervise the on-site operations of lessees to ensure that operations are consistent with sound conservation practices for the protection of the mineral resource, the environment and other resources;
- ° Conduct production verification checks on Federal and Indian lands to assist in collection of proper royalties;
- ° Conduct technical and administrative reviews and approve/disapprove proposals for oil and gas operations such as unitization, communitization, and storage, and other operator proposals;
- ° On the basis of established priorities, conduct onsite inspections of drilling, production, and surface protection operations to assure environmental protection, safe and workmanlike operations, conservation of the resource, and receipt of proper revenues due to Federal and State governments, Indian Tribes and allottees;
- ° Prepare geologic reports and economic evaluations on oil and gas potential for proposed land exchanges and conveyances;
- ° Perform Natural Gas Policy Act category determinations for Federal and Indian leases to establish the differentiation required by NCPA regulations;
- ° Conduct drainage protection reviews and analyses on Federal and Indian lands. (This may involve requiring operators to drill protective wells or to pay compensatory royalty.);

- ° Monitor diligent development on Indian lands to assure that leases and development contracts are developed for production in a timely fashion; and
- ° Conduct economic and policy analyses related to oil and gas leasing and lease administration.

Base program

Base funding for oil and gas program is \$38,228,000 and 983 FTE-T.

The proven oil reserves in the United States amount to an estimated 35 billion barrels. Based on production, about 5 percent of these proven reserves are estimated to be on onshore Federal and Indian lands. Total remaining recoverable gas reserves in the United States are estimated at 208 trillion cubic feet. Based on production, about 6.6 percent of these proven gas reserves are estimated to be on onshore Federal and Indian lands. The rate of growth of the number of new Federal and Indian leases and of new wells in production has been between 5 and 10 percent per year for the past 25 years. As the number of producing wells increases, there will be a corresponding increase in BLM's field work associated with post-lease activities.

Oil and gas leasing is done under both competitive and noncompetitive procedures. Competitive leasing takes place for those lands designated as Known Geologic Structures (KGS) in the Continental U.S. and as Favorable Petroleum Geologic Provinces (FPGP) in Alaska. Noncompetitive leases are issued to the first qualified applicant for lands that have not been previously leased and that are not in either a KGS or FPGP. For lands that have been previously leased in the Continental United States and are still not in a KGS, new noncompetitive leases are issued after a simultaneous filing period with the potential lessee selected by computerized random drawing. Drawings are held bimonthly and result in approximately 9,600 leases annually. All drawings are being conducted by BLM's Wyoming State Office using the automated drawing system.

In 1980, a regulatory change was made which increased the maximum size of the area covered by a noncompetitive lease from 2,560 acres to 10,240 acres; consequently, the average size of the area for noncompetitive leases increased from 1,100 acres in 1980 to 2,158 acres in 1981. In FY 1982, more than 20,000 leases were issued covering more than 44 million acres. This high rate of leasing was made possible, in part, by the elimination of the lease application backlog for applications on BLM land during FY 1982 and FY 1983. Competitive leases can encompass up to 640 acres in the Continental United States; up to 2,500 acres in non-North Slope Alaska; and up to 60,000 acres in the National Petroleum Reserve Alaska (NPR-A).

The oil and gas program generates receipts from bonuses, rentals and royalty payments. The receipts from leasing in the lower 48 States and the NPR-A are divided equally between the Treasury and the States in which the leased lands are located. Receipts from non-NPR-A areas in Alaska are divided on the basis of 90 percent to the State and 10 percent to the General Fund of the Treasury. Starting in FY 1984, MMS will be the responsible agency for collecting, accounting for, and distributing all onshore mineral receipts (except first year rentals and filing fees). The lease supervision and

inspection functions performed by BLM on all producing Federal and Indian leases are an important element in ensuring that proper royalties are paid, since a part of this function involves the validation of actual production occurring from leases. These data are provided to MMS for its royalty accounting system.

In addition, simultaneous oil and gas (SOG) filing fees amounted to \$36.2 million in receipts in FY 1983. The SOG program was suspended in October 1983; FY 1984 revenues are estimated at \$87.5 million, assuming that SOG filings are resumed in FY 1984. Receipts of \$95.6 million are estimated for FY 1985. Filing fees are collected by the BLM and deposited directly into the General Fund of the Treasury.

During FY 1983 the Bureau, in conjunction with MMS, implemented the Onshore Oil and Gas Lease Inventory and Inspection System (OGLIIS). The Federal Oil and Gas Royalty Management Act (FOGRMA) of 1982 authorized the Bureau to conduct oil and gas production inspections for site security, measurement of production, onsite operations safety, etc. The OGLIIS provides a computerized support system for Bureau field technicians to perform the responsibilities under the Act and to ensure that inspections are conducted efficiently and at regular intervals to correct deficiencies and minimize oversight of inspection requirements.

In FY 1984, the Bureau and MMS are coordinating the development and implementation of the Production Accounting and Auditing System (PAAS) for the administration of royalty payments. The PAAS is designed to report production against royalty payments to validate that the payor remittance to MMS is accurate. The PAAS and OGLIIS systems are designed to exchange data for optimum royalty collection on Federal and Indian lands. BLM will solve discrepancies in payments by performing inspections of all wells for which a PAAS exception is determined. In addition, the Bureau and MMS are coordinating the implementation of the Bonus and Rental Accounting Support System (BRASS).

Base program activities include identifying KGS's, making recommendations on the resource value of onshore oil and gas lands to be offered for lease, exchange or conveyance, determining adequacy of bids submitted in competitive sales, issuing leases, processing assignments, and approving and supervising post-lease operations. Post-lease workload includes reviewing and approving applications for permits to drill (APD's). Inspections of industry operations and facilities are conducted on both a scheduled and random basis to help ensure compliance with permit stipulations and regulations and to protect the government and Indian tribes and allottees from unauthorized removal of oil from Federal/Indian wells and production facilities. Other base program work involves inventorying lands for oil and gas development potential and providing data for land use planning.

The base program will allow the Bureau to hold at least one NPR-A sale and issue leases within 180 days of application on Alaska lands opened to non-competitive oil and gas leasing. Post-lease supervision will increase as lease holders from the first three NPR-A sales (two held in FY 1982 and one in FY 1983) begin operations.

Capability in the base program will also be directed to certain actions on Indian lands. The Bureau's role prior to lease sales on Indian lands is advisory. While BLM may make recommendations concerning resource evaluation

matters, most pre-sale activities are carried out almost exclusively by BIA and the Indian tribes. When requested, recommendations as to high bid acceptability are provided. The BLM role on Indian lands becomes substantial once a lease is issued and exploration, development, and production take place. All operations are approved and supervised by BLM, usually with full tribal authority for approval of development and/or notification of non-compliance to the operator. Other determinations (e.g., recommendations concerning lost oil and gas royalties) are normally accepted, but tribes retain the right to make their own decisions.

During FY 1984, the Bureau will realize a full year of added responsibilities on Indian lands (tribal and individual/allottee) in accordance with the Indian Mineral Development Act of 1982 (P.L. 97-382) and other laws prescribing the Secretary's trust responsibilities for Indian lands. The Bureau is responsible for lease management of 17,700 Indian mineral leases in 15 States involving 51 tribes on 50 reservations. More than 90 percent of these are oil and gas leases. There are 11,000 wells requiring inspections and enforcement of safety and environmental requirements and production verifications to ensure optimum royalty collection. Public Law 97-382 requires the Secretary to approve Indian mineral agreements and to be responsible to tribal and individual requests for economic and resource value determinations and to evaluate the potential social, cultural and environmental effects of development.

The workload table below shows the various elements of the planned oil and gas program workload.

Workload Measure	FY 1983 Actual	FY 1984 Estimate	FY 1985 Base
Parcels posted	9,600	9,600	9,600
SOG leases issued	9,600	9,600	9,600
Over-the-counter lease applications processed	13,000	13,700	13,700
Competitive tracts offered	685	800	800
Assignments processed	45,000	47,950	47,950
APD's processed	4,000	4,000	4,000
Other operator proposals processed	22,650	22,650	22,650
Inspections conducted	35,000	35,800	35,800
GEM (000 acres)	1,036	642	642
Geophysical explorations (NOI's and NOC's)	3,000	3,400	3,400

A total of \$190,000 will be used to support a share of the Bureau's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Oil and Gas Program.

Increase for FY 1985

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	38,228	43,228	+5,000
(FTE-T)	(983)	(1,210)	(+227)

A total increase of \$5 million and 227 FTE is proposed for FY 1985. The increase is composed of the major components described below.

Leasing Workload (+\$1,680,000 and +59 FTE)

An increase of \$1,680,000 and 59 FTE is needed to allow BLM to handle increased workloads in all aspects of the leasing program, except for actual lease issuance, in order that the Bureau can properly manage the existing leases and prepare to issue additional leases in future years. Of the total increase, \$240,000 and 11 FTE will be devoted to prelease NEPA work. This effort will ensure better environmental review prior to making land available for leasing. The processing of oil and gas lease assignments will require an additional 4 FTE and \$60,000, while \$400,000 and 4 FTE are needed for the Geology, Energy and Minerals (GEM) assessment work to support multiple-use management of Federal lands, including studies of the Alaska National Wildlife Refuge.

Due to the high levels of leasing during the previous 3 years, the leasing workload is beginning to shift away from a large volume of noncompetitive over-the-counter (OTC) leases towards greater emphasis on noncompetitive simultaneous oil and gas leasing (SOG) and on competitive leasing. This shift will be markedly greater in FY 1985 than in past years and is reflected in the workload estimates. Because of the larger acreage involved in many of the SOG leases, the amount of acres leased will not decrease. Cost savings from processing fewer OTC leases are offset by the need to process a greater number of other leases and other adjudicative work, such as bonding actions, which is expected to increase in FY 1985.

The remaining \$980,000 and 40 FTE of the leasing workload increase is needed to complete resource classification actions required to identify known geologic structures (KGS's) which must be leased competitively. During the early part of FY 1984, it became apparent that the identification, delineation, and maintenance of KGS classifications had fallen below the levels that are required to determine whether Federal lands should be leased competitively. The effort now being undertaken to identify and maintain current KGS status will result in an estimated additional 1.5 million acres classified for competitive oil and gas leasing during 1985. Increased bonuses as a result of this action should more than recover the cost of performing these determinations.

Energy Economic and Policy Analysis (+\$450,000 and + 6 FTE)

An increase of \$450,000 and 6 FTE is requested to provide improved economic and policy analysis across the spectrum of BLM energy resources management. Economic analysis, policy analysis and resource assessment work are necessary to address complex issues such as determining the energy resource base on

existing public lands, modifying procedures for identifying the resources available for development, analyzing the systems under which resources are or should be offered for lease or sale, and evaluating the conditions under which development occurs. This work will be accomplished to support analyses of complex economic and policy issues in all energy resources programs including coal, geothermal oil shale, tar sands and oil and gas. This increase is a companion to the increase proposed for the same type of work involving nonenergy minerals and discussed under the Nonenergy Minerals subactivity in the Mineral Leasing Program.

Post-lease and Operational Workload (+\$1,220,000 and +81 FTE)

The majority of this increase will be devoted to handling post-lease actions in response to industry demands, the report of the 1982 Linowes Commission on Fiscal Responsibility on the Department's management activities, and recent legislation such as the Indian Minerals Development Act of 1982. Industry determines where and when new activity will occur, and BLM must have an adequate capability to process permits for industry proposals in a timely manner. During FY 1985 we expect the number of Applications for Permit to Drill (APD's) to increase by approximately 7.5 percent. In addition, the steady annual increase of between 5 and 10 percent in the number of wells and leases in production results in an increase in the associated workload for BLM.

Approximately \$720,000 and 45 FTE of the increase will be devoted to drainage reviews. The consolidation of onshore minerals functions within the BLM has aided in highlighting the need to increase such reviews to assure that Federal oil and gas is not being drained by wells on non-Federal lands or, in the case of adjacent Federal leases with different royalty rates, that the proper royalty rate is being paid for each lease. The increase will permit an additional 700 such reviews to be performed with the expectation that revenues will be increased by several times the cost of performing the reviews. In addition, the Bureau will undertake drainage reviews on unleased Federal lands adjacent to leased non-Federal lands.

The remaining \$500,000 and 36 FTE will be devoted to processing of APD's and other operator proposals including new well starts, unitization, communitization, followup unit actions, approval of annual and other plans of development, well workovers, and Natural Gas Policy Act applications. The proposed increase will permit this work to be done within established time frames and thereby contribute to more rapid development of the Federal oil and gas reserves.

Enforcement and Inspection Workload (+\$1,650,000 and +81 FTE)

The workload in inspections of producing leases is also affected by the 5 to 10 percent annual growth in the number of leases in production. In response to the 1982 Linowes Commission Report on royalty management, an oil and gas inspection and enforcement strategy has been designed to make the most efficient use of Federal personnel and funding available. This strategy involves establishing priorities and eliminating redundancies through use of statistical sampling methods and cooperative arrangements with States, Indian Tribes, and other surface managing agencies. The criteria to be used in establishing priorities include the following: potential for significant revenue losses; operators' compliance profile; potential for

significant environmental degradation or hazard to health and safety or to other natural resources such as fresh water or coal; and legal, regulatory, or other mandatory requirements for inspection, e.g., predrilling inspection needed for approval of an APD.

These criteria will be applied to all leases in determining priorities. However, a single criterion may dominate the inspection priority on a particular lease, such as the potential for a significant loss of revenue or the presence of a significant aquifer. Additional inspections will be scheduled in response to specific requests from MMS's royalty management staff.

The timing and frequency of lease inspections on Federal lands will be scheduled according to the availability of personnel and funds and will be directed to the highest priority leases first. The Federal Oil and Gas Royalty Management Act (FOGRMA) requires at least an annual inspection of those leases which produce or are expected to produce significant amounts of oil and gas and those leases with a history of noncompliance.

Inspection work related to diligent development of oil and gas on Indian lands will increase in FY 1985. All productive, but not yet fully developed, Indian oil and gas leases will be comprehensively reviewed for diligence at least annually. If diligence is not evident, actions will be taken to secure development or release of undeveloped leases or portions of leases.

To accommodate the increased FY 1985 workload for inspections and compliance work which also helps to verify lessee conformance with Federal lease stipulations designed to protect surface resources, an increase of \$1,650,000 81 FTE is required. Another significant aspect of the inspection/compliance workload is ensuring the protection of citizens and the public lands from any hazardous substances associated with oil and gas activities, in compliance with Bureau responsibilities under both the Resource Conservation and Recovery Act of 1976 and the Comprehensive Environmental Response Compensation and Liability Act of 1980.

The workload measures which will be accomplished at the FY 1985 Estimate funding level are as follow:

<u>Workload Measure</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase(+) or Decrease(-)</u>
Parcels posted	9,600	12,000	+2,400
SOG leases issued	9,600	11,000	+1,400
Over-the-counter lease applications processed	13,700	5,700	-8,000
Competitive tracts offered	800	1,050	+250
Assignments processed	47,950	50,400	+2,450
APD's processed	4,000	4,300	+300
Other operator proposals processed	22,650	24,125	+1,475
Inspections conducted	35,800	42,400	+6,600
GEM (000 acres)	642	2,300	+1,658
Geophysical exploration actions (NOI's and NOC's)	3,400	3,250	-150

The above estimates will represent the Bureau's best estimate of the work that will be accomplished at the requested funding level; however, these

estimates were made during a time when: 1) the mineral responsibilities of two agencies are in the final stages of being merged; and, 2) the responsibilities resulting from new legislation, court orders, etc., are being defined. Factors that could change these estimates include:

- ° Ongoing review of the SIMO program and a Federal court ruling which may result in new procedures for identifying KGS's;
- ° Federal Energy Regulatory Commission pending rules affecting category determinations and operations permits; and
- ° Additional assistance responsibilities resulting from the Indian Mineral Development Act of 1982.

Distribution of change by object class

The object class detail for the proposed increase is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	227	\$3,746,000
Personnel benefits		524,000
Travel and transportation of persons		175,000
Transportation of things		150,000
Printing		50,000
Other services		200,000
Supplies and materials		100,000
Equipment		55,000
Total		<u>\$5,000,000</u>

COAL

Objectives

- ° Maintain orderly process for the leasing of Federal coal in Federal coal production regions by continuing activity planning in support of second- and third-round lease sales in designated Federal coal production regions;
- ° Ensure that Federal coal resources are available for efficient coal development and meet market driven demands for coal reserves consistent with land-use planning and acceptable reclamation procedures;
- ° Maintain an inventory of data on coal reserves for competitive leasing. Complete evaluations of coal tracts for sale including field investigations, compilation of Bureau and industry data and analysis of all economic, social and environmental data for the determination of lease values.
- ° Meet known short-term coal needs by expeditiously processing leases needed to maintain existing production or to avoid bypassing Federal tracts;
- ° Continue processing the outstanding coal preference right lease applications (PRLA's);

- ° Expeditionously process requests for leasing isolated Federal coal parcels by application;
- ° Investigate and resolve Federal coal trespass cases and take all necessary actions to prevent future trespass;
- ° Process on a timely basis all coal lease readjustments;
- ° Review, approve and inspect industry operations related to coal exploration, development and production on Federal lands;
- ° Monitor leases for achievement of diligent development and continued operation and ensure a nationally consistent approach to all legal and regulatory responsibilities;
- ° Review, approve, and inspect exploration, development and production operations on Indian lands and provide technical assistance to tribes and BIA;
- ° Conduct production verification checks on Federal and Indian lands; and
- ° Comply with NEPA requirements for exploration activities on Federal and Indian lands.

Base program

Base funding for the Coal Program is \$18,808,000 and 360 FTE-T.

The BLM manages about 33 percent of all United States coal and indirectly affects the use of at least an additional 10 percent. As of December 31, 1983, there were 634 Federal leases covering 948,987 acres. As of January 1983, there were an estimated 17.63 billion tons of recoverable reserves involving Federal lands and private lands with Federal subsurface ownership. There were 126 producing Federal leases in FY 1983. Production from those leases (105.4 million tons) amounted to 14 percent of total United States production. Coal production from Federal lands has increased from 12 million tons in 1970 to 105.4 million tons in 1983.

The number of regional coal lease sales varies from year to year, which affects base workload and associated funding. In FY 1983, there were two regional coal lease sales with 26,790 acres offered containing 1.0 billion tons of recoverable coal reserves. Twelve leases were issued from regional sales covering 14,654 acres. In addition to these regional sales, six tracts totaling 3,754 acres were leased by application and 3 PRLA's totaling 10,201 acres were processed to lease issuance. Four sales are currently planned in FY 1984 and one in FY 1985.

The classification and mineral evaluation of Federal lands for potential coal leasing is presently accomplished by the acquisition, analysis, and interpretation of geologic data. In addition, comparability analyses and appraisal studies are made, and data are gathered for use in the evaluation of tracts for competitive leasing or exchange.

Sale procedures were implemented in July 1983 which expedite the coal lease sale process while meeting the legal requirements to obtain Fair Market Value (FMV) for Federal coal resources. Future improvements to this process may

result from the recommendations of the Commission on Fair Market Value Policy for Federal Coal Leasing.

Under the July 1983 procedures, BLM will conduct coal lease sales by means of sealed bids. Qualifying bids are those which meet or exceed the minimum bid. The sale notice indicates that the minimum bid for a lease does not necessarily constitute an acceptable FMV bid and that determination of FMV will be made after the sale on the basis of bidding results and our presale estimate of value.

All high qualifying bids will be reviewed to determine whether the test for FMV is met. Major features of the new procedures include the following:

- ° Pre-sale estimates of fair market value will be prepared by BLM, using standard appraisal practices;
- ° Measures have been developed to further safeguard the pre-sale estimates, the number and amount of sealed bids submitted, and the identity of bidders prior to the lease sale;
- ° A notice of sale will be posted 30 to 45 days prior to the lease offering in the BLM State Office which administers the area of the coal deposit, rather than just 30 days as has been the practice;
- ° Minimum bids will be \$100 per acre for all tracts. The interim procedures permitted tracts to be offered at their approximate market value for maintenance or by-pass tracts;
- ° Only sealed bids will be permitted so bids received will more closely reflect the true value of the offered tracts;
- ° Bids will be opened and announced at the lease sale. Fair market value of individual tracts will be determined only after completion of the lease offering;
- ° Tracts receiving two or more qualified bids will be evaluated first in the post-sale analysis with those appraisals used to evaluate tracts which received just one bid; and
- ° Unlike the interim procedures, the new procedures do not permit automatic acceptance of a high bid on a tract simply because two or more bids were submitted for the tract. Also, the new procedures eliminate the use of overriding bid acceptance criteria if the high bid fails to meet the final appraisal for the tract.

After completion of an evaluation to determine whether bids meet the test for fair market value, BLM will announce which tracts received acceptable bids and will make the appraisals for those tracts available for inspection. Tracts which do not receive an acceptable bid may be reoffered not less than one year later or at the next scheduled lease sale.

Revised coal exploration and operations regulations became effective on August 30, 1982. Several aspects of these regulations will result in program efficiencies for operators on Federal Lands. These include simplified

procedures for Exploration and Resource Recovery and Protection Plan (R₂P₂) submittals, meeting diligent development requirements, maximum economic recovery determinations, and logical mining unit procedures. These and other changes reduce the regulatory burden on operators while allowing full control of activities on Federal lands.

Many of the lease management activities conducted on Federal lands are also carried out on Indian lands if previously required through agreements or in the leases. The coal operations regulatory program requires the approval and onsite management of coal exploration and production operations on Federal and Indian lands, including leases, licenses, permits, and contracts, for active, inactive, producing, or abandoned properties. These activities include mining and exploration plan approval or modification; approval of logical mining units; setting standards for surface and underground mining; maximizing recovery; monitoring diligent development and continued operation; conservation of the resources; production verification; environmental issues related to exploration; maintaining a statistical base of data related to exploration and development activities; enforcing lease terms, regulations, and various laws relating to development; and ensuring the orderly and timely development of coal deposits. Where intermingled Federal, private and Indian coal resources are in the same operations, additional work is required to accomplish all of the above operational activities.

The Bureau will continue to investigate all instances of alleged coal trespass and initiate administrative or civil action to resolve cases of unauthorized coal removal. Work continues on the remaining six Alabama coal trespass cases for which there is some potential for financial recovery. These cases are all in varying stages of mitigation and litigation. To date over \$1.8 million has been recovered in case settlements.

The following table compares the workload estimated for the FY 1985 base funding level to accomplishments in prior years. Workload in the coal program may vary from year to year depending on leasing schedules, industry development requirements, management objectives, etc. The FY 1985 Base workload represents that workload necessary to fully satisfy industry operation demands, leasing schedules, management objectives, etc. For this reason, the FY 1985 Estimate is compared to the FY 1984 Estimate/FY 1985 Base on the following table to show the actual shift in workload from FY 1984 to FY 1985.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 and FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) Decrease (-) Compared to FY 1984</u>
Lease Processing (Applications, ex- changes, bonds, readjustments, nego- tiated abandonments, cancellations)	485	559	560	+1
PRLA's Processed	50	1	66	+65
Site Specific EIS's/EA's	36	72	75	+3
Exploration Licenses	70	78	52	-26
Inventory & GEM Assessments (000 acres)	2,810	1,722	2,372	+650
Land Use Planning Studies; MFP Amendments & Technical Investigations	50	16	15	-1
Activity Plans	6	5	2	-3
Unsuitability Petitions	3	2	1	-1
Logical Mining Unit (LMU) Applica- tion approvals/ modifications	10	10	15	+5
Royalty Reduction Actions	19	23	28	+5
Trespass	3	3	4	+1
Notices of Noncompliance	38	34	41	+7
Exception (Royalty) Reporting	100	110	121	+11
Recoverable Reserves/ Adjustments/Determinations	130	189	264	+75
Overriding Royalty and In Situ Royalty Value Determinations	15	22	33	+11
Appeals	33	58	93	+35
Inspections & Enforcement	2,200	2,400	2,800	+400
Diligent Development/Cont. Opera- tions/Advance Royalty/Crediting or Production towards diligent development determinations	179	193	239	+46
Mine Plan/Exploration Plan/ R2P2/Reviews/Modifications/ Approvals/MER	648	640	725	+85

A total of \$79,000 will be used to support a share of the Bureau's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the coal program.

(dollars in thousands)

Decrease for FY 1985

	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Difference</u>
\$	18,808	17,808	-1,000
(FTE-T)	(360)	(345)	(-15)

The FY 1985 estimate represents a decrease of \$1,000,000 and 15 FTE; however, it fully funds the FY 1985 base program workload as shown above. This reduction is possible principally because of lower levels of leasing and pre-leasing activity. One regional coal lease sale is scheduled for FY 1985 compared to four sales in FY 1984; however this is subject to revision. The most significant dollar reductions are associated with work related to activity planning, site-specific EIS's, coal lease exchanges, and land use planning studies. The decision in FY 1984 to prepare EIS's for PRLA's resulted in increases in the level of funding and the period of time available for completion of the processing of these applications. An FY 1985 reduction for workload associated with PRLA processing is feasible because the deadline for completion of all PRLA processing has been extended into FY 1986.

<u>Workload Measures</u>	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Difference</u>
Activity Plans Underway	5	2	-3
Site-Specific EIS's	5	2	-3
Coal Lease Exchanges	7	3	-4
Land Use Planning Studies	6	5	-1
PRLA's	1	66	+65

Within the FY 1985 Estimate level of \$17,808,000, \$2,000,000 and 10 FTE are required for pre-sale evaluations. This funding will allow the Bureau to accomplish coal resource pre-sale evaluations including performance of field investigations, compilation of Bureau and industry data and analysis of all economic, social and environmental data for the determination of coal resource values prior to holding the lease sales. Also included is \$900,000 and 25 FTE for the solid minerals inspection and enforcement (I&E) effort. This funding is required to ensure an adequate capability for the inspection of solid minerals operations on Federal leases.

Distribution of change by object class

The object class detail for the proposed \$1,000,000 decrease is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	15	\$525,000
Personnel benefits		74,000
Travel and transportation of persons		50,000
Communications, utilities, and other rent		30,000
Printing and reproduction		30,000
Other services		235,000
Supplies and materials		45,000
Equipment		11,000
		<u>\$1,000,000</u>

GEOHERMAL

Objectives

- ° Respond to all exploration, development and production proposals in accordance with timeframes contained in the December 1981 BLM/GS/FS interagency agreement for the Geothermal Program;
- ° Evaluate resources of geothermal tracts to be offered for competitive leasing and make timely reviews of Known Geothermal Resource Area (KGRA) classifications;
- ° Offer all unleased KGRA lands at competitive lease sales;
- ° Process noncompetitive lease applications within 90 days of receipt and make available previously leased land on a timely basis;
- ° Make lands in relinquished leases available for new applications within 90 days of relinquishments;
- ° During FY 1985 process all applications for leases on Forest Service land for which a complete Forest Service report is received by July 31, 1985;
- ° Provide NEPA compliance for exploration, development, and utilization activities on Federal and Indian lands;
- ° Approve and supervise industry operations on Federal geothermal leases; and
- ° Conduct production verifications and inspections of geothermal operations on Federal and Indian lands;

FY 1985 program

The FY 1985 Base and FY 1985 Estimate for the Geothermal Program is \$3,293,000 and 60 FTE-T.

Federal lands contain about 60 percent of the known or prospective geothermal resource areas of the United States. The estimated annual electrical generation potential of Federal geothermal resources is 2,500 megawatts by the year 2000; or the equivalent of about 100,000 barrels of oil per day. In addition, direct thermal use applications (crop drying, gasohol production, etc.) could replace the equivalent of 10,000 more barrels of oil per day by the year 2000. As much as 20 million acres of Federal lands would have to be leased by 1990 to achieve these estimates. Through FY 1983, over 3,000 Federal leases have been issued covering over four million acres.

Geothermal leasing is done under both competitive and noncompetitive procedures. Competitive leasing takes place for lands designated as KGRA's. Noncompetitive leases are issued to the first qualified applicant for lands available for leasing and not designated as a KGRA.

Under current law, a single geothermal lessee is limited to holding a maximum of 20,480 acres per State. This limitation has been criticized as a constraint that is restricting the rate of geothermal resource exploration and development and as discouraging industry participation in the Federal leasing program. The Department continues to support legislation to increase the allowable acreage holding per State.

The Bureau has accelerated lease application processing, established a list of standard stipulations, and developed more efficient pre-lease environmental review procedures. As a result, leasing backlogs involving BLM-administered lands were eliminated in FY 1982; and the elimination of backlogs for FS-administered lands is expected in FY 1984. For FY 1984, priority will be given to authorizing post-lease exploration and development proposals, holding KGRA sales, processing new lease applications, and making previously leased lands available for pre-leasing.

The Bureau also has the responsibility of supervising operations on Federal geothermal leases. This responsibility includes review and approval of all proposed geothermal exploration, development, production, and utilization plans and inspections of all operations to ensure that conservation and environmental standards are met.

There is no change in the funding proposed from the FY 1985 base to the estimate. Workload, however, is shifting from pre-lease, inventory and GEM assessments to post-lease work related to issuing utilization licenses and assignments. A decrease in the number of noncompetitive leases issued and an increase in competitive leases is expected as illustrated below.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Estimate</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
Competitive leases issued	65	65	65	85	+20
Noncompetitive leases issued	630	530	530	460	-70
Pre-lease permits	140	140	140	150	+10
Utilization licenses	1	1	1	5	+4
Assignments processed	420	340	340	375	+35
Pre-lease EA's	150	150	150	95	-55
Inspection	1,200	1,200	1,200	1,200	---
Inventory (000 acres)	1,210	1,210	1,210	500	-710
GEM (000 acres)	748	642	642	440	-202
New well applications processed	60	60	60	65	+5
Other applications processed	360	360	360	360	---

A total of \$14,000 will be used to support a share of the Bureau's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Geothermal Program.

OIL SHALE AND TAR SANDS

Objectives

- ° Continue to process and issue applications for conversion of existing oil and gas leases in special tar sands areas to combined hydrocarbon leases and complete associated conversion EA's and EIS's;
- ° Complete required planning and site-specific NEPA analysis to support second-round combined hydrocarbon lease sale if there is sufficient demand;
- ° Assure compliance with tar sands lease stipulations through compliance checks;
- ° Complete RMP's in oil shale areas in Colorado and Utah in FY 1985 in anticipation of starting oil shale activity planning in FY 1985;
- ° Review oil shale bonus payment offset credits and minimum royalty production credits;
- ° Extend planning analysis to evaluate oil shale and tar sands resource values for tracts to be offered in competitive lease sales and for cases involving disposal and exchange of lands;
- ° Review, approve and inspect industry operations related to development and production on Federal lands; and
- ° Monitor prototype oil shale leases and coordinate with Oil Shale Environmental Advisory Panel.

Base program

Base funding for the oil shale/tar sands program is \$2,136,000 and 64 FTE-T.

Public lands in Colorado, Utah, and Wyoming contain the equivalent of about 2 trillion barrels of oil within the oil shale and tar sands reserves. These lands contain 80 percent of the Nation's oil shale and tar sands reserves with estimated recoverable reserves of 600 billion and 2-3 billion barrels of oil, respectively. Maintaining an orderly planning process is critical to future determinations of leasing needs and resultant leasing actions, if necessary.

Oil Shale

There are currently four prototype oil shale leases in effect, two in Colorado and two in Utah. Operations are being conducted on all of these leases. Oil shale bonus receipts from the scheduled FY 1984 sale are estimated at \$10 million in FY 1985.

The major FY 1985 workload elements in the prototype oil shale program will include: compliance and inspection work on existing leases, processing modifications in operating plans, coordination with State and local agencies,

and completing environmental assessments. Major FY 1984 workload elements in the permanent oil shale program include: (1) completion of the Bookcliffs RMP in Utah and the Piceance Basin RMP in Colorado, and (2) the completion of final regulations for Federal oil shale management. The two RMP's will serve as the basis for oil shale activity planning (calls for expression of interest, tract delineation, and potential lease sale analyses and decisions) in support of potential FY 1986 lease sales. Major FY 1985 work will consist of oil shale activity planning in the Bookcliffs and Piceance Basin areas.

Section 20 of the Minerals Leasing Act of 1920, as amended, (30 U.S.C. 241) provides the Secretary of the Interior with the statutory authority to lease Federal oil shale and accordingly to initiate a permanent oil shale program. This same authority served as the statutory basis for initiation and implementation of the current prototype oil shale program. The Bureau, therefore, believes it is necessary to proceed with planning for and management of Federal oil shale, within the existing statutory framework, because the United States presently lacks any comprehensive long-term management strategy for the tremendous energy potential of Federal oil shale resources. The workload elements described above would be necessary for the Bureau to complete an orderly and rational planning approach in support of lease sales in FY 1986 or beyond.

Tar Sands

Major FY 1985 workload elements in the tar sands program will include processing assignments, geophysical exploration permits, and issuing exploration licenses related to the leases expected to be issued in FY 1984. In addition, conversion applications for oil and gas leases and mining claims will continue to be processed and required NEPA work completed. Other activities will include evaluation of the potential tracts to be considered in preparation for holding a second-round combined hydrocarbon lease sale in FY 1985, if there is sufficient demand.

The classification and resource evaluation program for these commodities is accomplished by developing geologic, engineering, and economic information from data submitted by the lessees, acquired through field examination, or obtained from the Geological Survey or other Federal agencies. Such information is required in selecting tracts of Federal land for lease and determining the resource values of tracts to be offered for competitive lease, exchange, or conveyance.

Post-Lease Operational Work

BLM also has the responsibility for supervising development operations on oil shale and tar sands leases. These responsibilities include engineering, environmental, and economic studies of operations on the prototype oil shale leases as required by the lease terms, and inspection of all operations on leased lands to ensure that requirements for conservation of resources and environmental standards are met.

The workload in the Oil Shale and Tar Sands Programs at various levels of funding is estimated as follows:

	FY 1983	FY 1984	FY	FY 1985	Increase (+)
<u>Workload Measure</u>	<u>Actual</u>	<u>Estimate</u>	<u>1985</u>	<u>Estimate</u>	<u>or</u>
			<u>Base</u>		<u>Decrease (-)</u>
<u>OIL SHALE</u>					
Exploration Licenses Issued	---	1	4	8	+4
RMP's Completed	---	---	2	2	---
Activity Plans	---	---	---	2	+2
Competitive Lease Sales	---	1	---	---	---
(Prototype)					
Leases Issued	---	1	---	---	---
Mining Plans Reviewed	---	4	4	4	---
Special Studies	2	---	---	10	+10
Review Lessees' Submissions	1	2	2	4	+2
Inspections/Compliance					
Performed	300	227	227	254	+27
Environmental Actions	2	6	6	9	+3
Monitoring Studies	8	17	17	22	+5
GEM Assessments (000 acres)	396	396	396	385	-11
<u>TAR SANDS</u>					
Comb. Hydr. Conversion					
Leases Issued	---	18	53	53	---
Exploration Lic. Issued	---	3	3	6	+3
Geophy. Expl. Permits Iss.	---	8	8	24	+16
Leasing Plans Prepared	---	18	53	53	---
Competitive Lease Sales	---	1	1	1	---
Competitive Leases Issued	---	7	7	5	-2
Assignments Processed	---	---	---	20	+20
Plan of Dev. Reviewed	11	30	30	25	-5
Tracts Evaluated	---	5	5	10	+5
Expl. Plans Approved	---	50	50	30	-20
EIS's Completed	---	3	3	3	---
EA's Completed	---	---	6	6	---

A total of \$12,000 will be used to support a share of the Bureau's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Oil Shale and Tar Sands Program.

Increase for FY 1985

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	2,136	2,654	+518
FTE-T	(64)	(84)	(+20)

The FY 1985 increase of \$518,000 and 20 FTE will allow the Bureau to conduct a maintenance level program for oil shale and meet the requirements of the the Combined Hydrocarbon Leasing Act for the tar sands program. The Act requires BLM to complete the processing of tar sands conversion applications by February 15, 1985.

The Bureau received 42 tar sands conversion applications on 213 leases and 233,000 acres prior to the November 1983 closing date. BLM has three ongoing Environmental Impact Statements (EIS's) and will start three new EIS's in FY 1984, as well as approximately six Environmental Assessments (EA's) to address the environmental effects of tar sands conversion and leasing. All of these analyses must be completed in FY 1985 in order to meet the time frame requirements of the Act.

The level of funding provided for the Oil Shale and Tar Sands Program in the FY 1984 Appropriations Act severely constrains our ability to meet the tar sands conversion application workload, meet the requirements of the Combined Hydrocarbon Act, and conduct essential program operations for oil shale. The proposed FY 1985 funding increase is essential to ensure compliance with the February 1985 deadline for completing the processing of the conversion applications.

Distribution of change by object class

The object class detail for the proposed \$518,000 increase is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	20	\$500,000
Personnel benefits		75,000
Travel and transportation of persons		10,000
Printing and reproduction		4,000
Other services		-41,000
Supplies and materials		-30,000
Total		\$518,000

Justification of Program and Performance

Activity: Onshore Energy and Minerals Management
Subactivity: Nonenergy Minerals

(dollar amounts in thousands)

Program Elements		1984		FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
		Approp. Enacted to Date					
Mineral Materials	\$	2,353	2,374	2,374		+21	---
Sales	(FTE-T)	(66)	(66)	(66)		---	---
Mining Law	\$	7,302	7,581	8,081		+779	+500
Administration	(FTE-T)	(210)	(210)	(230)		(+20)	(+20)
Mineral	\$	3,838	3,926	4,226		+388	+300
Leasing	(FTE-T)	(85)	(85)	(100)		(+15)	(+15)
Uranium	\$	622	630	630		+8	---
Operations	(FTE-T)	(7)	(7)	(7)		(---)	(---)
Total Requirements	\$	14,115	14,511	15,311		+1,196	+800
	(FTE-T)	(368)	(368)	(403)		(+35)	(+35)

Authorization

43 U.S.C. 1732, 1744
P.L. 94-579

The Federal Land Policy and Management Act of 1976 (FLPMA) Section 302(b) authorizes the Secretary, by regulation, to prevent unnecessary or undue degradation of the public lands, and Section 314 provides for the recordation of mining claims and receipt of evidence of annual assessment work.

60 Stat. 1099

Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

30 U.S.C. 181 et seq.
P.L. 66-146

The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil, oil shale, natural gas, phosphate, sodium, potassium and gilsonite on the public domain.

30 U.S.C. 601 et seq.
P.L. 80-921

The Material Sales Act of 1947, as amended, provides for disposal of common variety materials for commercial or industrial uses and free use for governmental entities.

- 43 U.S.C. 31(a) The Act of March 3, 1879, as amended, provides for the classification of the public lands and examination of the mineral resources and products of the national domain.
- 30 U.S.C. 351-359 The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.
- 30 U.S.C. 1701
P.L. 97-451 The Federal Oil and Gas Royalty Management Act of 1982 is a comprehensive law dealing with royalty management on OCS leases as well as onshore Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and nonenergy leasable minerals.
- 30 U.S.C. 22 et seq. The Mining Law of 1872, as amended, provides for the location of claims and patenting of proven claims for hardrock minerals (e.g., gold, silver, copper, nickel, zinc, lead and the like) on public lands in specified States, mostly in the West.
- 42 U.S.C. 6901
P.L. 94-580 The Resource Conservation and Recovery Act (RCRA) of 1976 authorizes EPA, by regulation, to manage hazardous wastes on active disposal operations. The Act waives sovereign immunity so Federal agencies are subject to all State and local requirements developed under EPA's guidelines.
- 42 U.S.C. 9601
P.L. 96-510 The Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980 provides for liability, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed of. Federal agencies are also expected to require cleanup by responsible parties or to use direct appropriations for this purpose.

MINERAL MATERIALS SALES

Objectives

- ° Issue 1,436 use authorizations making mineral materials available for private, governmental, and energy-related needs;
- ° Perform 1,737 compliance checks to verify conformance with contract stipulations designed to protect surface resources; and
- ° Process 100 paleontology permits.

FY 1985 program

The funding for Mineral Materials Sales is \$2,374,000 and 66 FTE-T at both the Base and FY 1985 Estimate levels.

The public lands provide an important source of mineral materials such as building stone, sand, gravel, and common borrow which are used in construction work and for industrial and energy development. BLM sells mineral materials either competitively or noncompetitively. Mineral materials are also provided at no charge to qualified governmental entities for use in highway and other public projects. Community pits and common use areas are established to provide a convenient source of mineral materials to meet local needs, to minimize administrative work in processing sales and to concentrate surface disturbance and use in limited areas.

Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the disposal contracts. Bureau personnel perform site checks to ensure compliance with these stipulations, to verify collection of appropriate payments for materials used, and to prevent or take action on any unauthorized removal of mineral materials.

The disposal of mineral materials is discretionary; however, it is Bureau policy to meet the public demand for these materials. If mineral materials were not made available from the public lands, there would be a significant impact on community, industrial, energy and mineral development in many areas of the Western States.

Paleontological resources on the public lands include over a dozen nationally and internationally significant sites. These sites are of interest to both the scientific and hobby collectors of fossil materials. The Bureau issues permits with stipulations developed for the site and intentions of the collector to protect the paleontological resources.

The program also identifies areas of scientific interest and geological hazards in addition to mineral-related ground water and surface water concerns resulting from Bureau permitted actions. Moreover, mineral resource assessments are included in the base program and are used for multiple use resource management decisions.

A total of \$11,000 will be used to support a share of the Bureau's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Mineral Materials Sales Program.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base and Estimate</u>
Sales contracts			
issued	898	898	898
Free use permits			
issued	538	538	538
Unauthorized use cases			
processed	34	34	34
Compliance checks			
conducted	1,737	1,737	1,737
Environmental assessments			
completed	785	785	785
Paleontology permits			
issued	100	100	100
GEM assessments			
(000's acres)	450	450	450

MINING LAW ADMINISTRATION

Objectives

- ° Process 160 mineral patent applications;
- ° Provide support to other resource programs by performing 70 validity examinations and 400 mineral potential determinations and by conducting mineral resource assessments;
- ° Process 600 plans of operation and 2,280 notices for development of strategic and other locatable minerals;
- ° Keep records of unpatented mining claim filings and assessment filings current by recording 195,800 mining claims and 1,400,000 annual filings;
- ° Provide mineral resource assessments for mineral resources that would be affected by land use planning; and
- ° Provide mineral land status determinations on 200,000 acres.

Base program

Base funding for Mining Law Administration is \$7,581,000 and 210 FTE-T.

Under this program, BLM determines the validity of mining claims; issues mineral patents; prepares mineral potential reports for withdrawals, land exchanges, sales and other land disposal actions; and administers surface management regulations and records mining claims and annual assessment work. Also included are geologic and mineral resource assessments for multiple use management.

BLM has been working to process mineral patent applications on a pipeline basis. Processing patent applications involves:

- ° Adjudication to ensure that the application is complete and legally filed; and
- ° Field mineral examination to ensure that on-the-ground evidence supports the application and provides information needed to either
 - issue a patent, or
 - initiate contest proceedings to determine the mining claim validity in a quasi-judicial administrative hearing.

Other actions BLM takes under Mining Law Administration are:

- ° Validity determination - A mineral examination is performed to determine whether a mining claim meets all legal requirements. Validity determinations are done where the Bureau proposes some other use of the land on which the mining claim is located.
- ° Mineral potential determination - A mineral specialist reviews available literature and, if necessary, conducts a field examination to determine the presence of mineral resources on the land parcel in question. These are normally completed on land cases involving land exchanges, sales, Recreation and Public Purposes (R&PP) applications and other actions where the mineral resource value would be relevant in a land disposal action.
- ° Surface management on unpatented mining claims - BLM administers surface management regulations (43 CFR 3802, 3809) designed to prevent unnecessary disturbance to the public lands from operations conducted under the mining laws. For all mining operations other than "casual use," regulations require that either a "plan of operations" or a "notice" must be filed depending upon whether the area of disturbance is over or under five acres. In designated sensitive areas, including wilderness study areas, all surface-disturbing operations, regardless of size, require a plan of operations to ensure reclamation and to prevent impairment of wilderness values and undue degradation from mining operations pursuant to Sections 302(b) and 603 of FLPMA. BLM has 30 days to review a plan of operations and 15 days to review a notice. Notices do not require BLM's approval. Approval of plans is automatic unless the applicant is informed within the 30 day timeframe. Field examinations, resource assessments and environmental analyses may be required prior to the approval of plans. Compliance checks are made on each plan or notice to monitor conformance of the operation to the plan, ensure compliance with environmental stipulations, and ensure the achievement of appropriate reclamation.
- ° Recordation - Since the enactment of FLPMA, the Bureau has recorded 1.65 million mining claims or sites. The Bureau has also processed 1.21 million annual filings since 1976. In FY 1984, BLM will record 160,000 new claims and sites and process 990,000 annual filings.

A total of \$35,000 will be used to support a share of the Bureau's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Mining Law Administration Program.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Inc.(+) or Dec.(-)</u>
Patent Applications Processed	170	160	160	---
Mining Claims Recorded	160,000	160,000	160,000	---
Annual Filings	800,000	990,000	1,100,000	+110,000
Land Status Determinations (acres)	100,000	200,000	200,000	---
Mineral Potential Determinations	500	400	400	---
Environmental Analyses	250	450	450	---
Notices	1,889	1,900	1,900	---
Plans of Operation	497	500	500	---
Compliance Checks	2,293	3,000	3,000	---
Validity Examinations	80	70	70	---
GEM Assessments (000's acres)	200	200	200	---

Increase for FY 1985

(Dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	7,581	8,081	+500
(FTE-T)	(210)	(230)	(+20)

The increase of \$500,000 and 20 FTE-T consists of two program requests as follows:

Surface Management (+\$350,000 and +12 FTE-T)

An increase of \$350,000 is needed to increase BLM's effectiveness in administering the surface management regulations (43 CFR 3809, 3802) to prevent undue and unnecessary disturbance to the public lands from operations conducted under the mining laws. This additional funding will enable BLM to increase the number of plans of operation reviewed by 100 from 500 to 600, increase the number of notices reviewed by 380 from 1,900 to 2,280, and increase the number of compliance checks by 1,500 from 3,000 to 4,500. In connection with increased reviews, we estimate that an additional 90 environmental analyses will also need to be completed.

Mining Claim Recordation (+\$150,000 and +8 FTE-T)

An increase of \$150,000 is needed to enable BLM to record an additional 35,800 mining claims anticipated to result from additional claim activity and additional areas opened to mining location as more lands are returned to multiple use through the withdrawal review process. Requirements for BLM to process affidavits and notices (annual filings) will correspondingly increase also.

<u>Workload Measure</u>	<u>1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Inc.(+) FY or Dec.(-)</u>
Patent Applications Processed	160	160	---
Mining Claims Recorded	160,000	195,800	+35,800
Annual Filings	1,100,000	1,400,000	+300,000
Land Status Determinations (acres)	200,000	200,000	---
Mineral Potential Determinations	400	400	---
Environmental Analyses	450	540	+90
Notices	1,900	2,280	+380
Plans of Operation	500	600	+100
Compliance Checks	3,000	4,500	+1,500
Validity Examinations	70	70	---
GEM Assessments (000's acres)	200	200	---

Distribution of change by object class

The object class detail for the proposed \$500,000 increase is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	20	\$410,000
Personnel benefits		58,000
Travel and transportation of persons		10,000
Printing and reproduction		7,000
Other services		5,000
Equipment		10,000
Total		\$500,000

MINERAL LEASING

Objectives

- ° Process 406 prospecting permits and 148 lease applications including preparation of geologic reports and mineral economic evaluations for phosphate, potassium, sodium, and other minerals to respond to the demand for these commodities by agriculture and industry;
- ° Perform 1,472 inspection/compliance checks to verify conformance with lease stipulations designed to protect surface resources;
- ° Perform nonenergy minerals classification, prepare classification maps, and provide mineral resource assessment data to support land-use planning and provide approximately 1,000 mineral reports for land disposal and leasing-related actions;
- ° Perform post-lease, management and supervisory activities on exploratory and extraction operations undertaken by lessees and permittees; and
- ° Conduct inspection and enforcement, including production verification checks on Federal and Indian lands.

Base program

Base funding for the Nonenergy Mineral Leasing Program is \$3,926,000 and 85 FTE-T. Under this program, minerals such as sodium, phosphate, and potassium found on public and Indian lands, and lead, zinc and other strategic minerals found on acquired and Indian lands are managed by the Federal Government. The Mineral Leasing Act of 1920 removed sodium, phosphate and potassium from location under the Mining Law of 1872 and provided a leasing system for their development. The Mineral Leasing Act for Acquired Lands of 1947 authorizes the lease of these minerals on acquired lands. The mineral leasing acts provide that (1) the Federal Government will obtain rental and royalty fees, (2) known mineral resource areas will be offered competitively, and (3) holders of prospecting permits who have explored for and made a discovery of a "valuable deposit" have a right to a preference right lease. The Reorganization Plan No. 3 of 1946 authorized the leasing of minerals such as lead and zinc on certain acquired lands.

BLM is responsible for minerals resource assessment, classification, leasing, and post-leasing management on public lands, national forest lands and those other Federally-acquired lands where the Federal Government owns part or all of the mineral estate and the lands are open to leasing. BLM is also responsible for supervision of minerals operations on leased Indian lands, pursuant to various Indian leasing laws.

BLM must also respond to statutory requirements by (1) inventorying and classifying land for retention of mineral rights by the government in land disposal actions and evaluating lands for competitive lease; (2) providing surface management agencies with data concerning nonenergy leasable minerals for land use planning; (3) reviewing, approving, and inspecting industry operations related to exploration, development and production; and (4) conducting production checks.

Post-lease management consists of actions taken and decisions made for the regulation of exploratory and extraction operations undertaken by industry after leases or permits are issued. Regulatory functions are performed in accordance with the Department's objectives of orderly and timely development, protection of the environment, and receipt of a fair return for all leased minerals produced.

Public lands are an important source of several nonenergy minerals as shown in the following table:

Mineral	Percent of National Production from	
	Federal and Indian Lands (Public and Acquired)	Market
Sodium (Soda ash)	37%	Domestic and export markets
Phosphate	10%	Domestic and export markets
Potassium (Potash)	84%	Domestic - 66% of national demand is imported
Lead	58%	
Zinc	24%	

- ° Sodium is used in the manufacture of glass and industrial scrubbers. Public lands are the principal source of natural soda ash.
- ° Phosphate is primarily used in the manufacture of fertilizers and animal feed supplements.
- ° Potassium (potash) is used by over 5,000 plants in the production of fertilizers.
- ° Lead is one of the most useful industrial metals. Its major uses are in automobile batteries, building and construction, and military and sporting small arms ammunition.
- ° Zinc is used in castings and rolled zinc, as a major alloying ingredient in brass, as a protective coating for steel, and as a chemical compound in rubber and paints.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base and Estimate</u>
Lease applications processed	144	148	148
Prospecting permits processed	211	406	406
Environmental assessments	346	400	400
Inspections/compliance checks	1,472	1,472	1,472
Exploration/mining plans processed	225	225	225
Mineral reports	800	1,000	1,000
GEM assessment (acres)	496,000	496,000	496,000

A total of \$18,000 will be used to support a share of the Bureau's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Mineral Leasing Program.

Increase for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	3,926	4,226	+300
(FTE-T)	(85)	(100)	(+15)

An increase of \$300,000 and 15 FTE is needed to upgrade BLM's capability to perform complex economic and policy analyses for the nonenergy minerals programs. This work will be performed in conjunction with similar capability proposed for BLM Energy Resource Programs. Work projects will include identifying those public lands with significant and valuable nonenergy mineral resources, analyzing the systems under which these resources are made available for exploration and development by private industry, and evaluating the conditions under which development occurs. Economic analyses will be directed toward ensuring that the Government receives fair market value for its minerals leased and sold and as an aid in identifying whether BLM's programs are operating in a cost-effective manner.

Distribution of change by object class

The object class detail for the proposed \$300,000 increase is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	15	+\$440,000
Personnel benefits		+60,000
Travel and transportation of persons		+5,000
Printing and reproduction		-25,000
Other services		-185,000
Supplies and materials		<u>+5,000</u>
 Total		 \$300,000

URANIUM OPERATIONS

Objective

- ° Perform management and supervisory activities for uranium operations on Federal and Indian lands including review of 35 mining and exploration plans, 850 inspections and 24 environmental assessments for operations on Indian lands.

FY 1985 program

The Uranium Operations program is \$630,000 and 7 FTE-T at both the FY 1985 Base and FY 1985 Estimate levels. Uranium is principally used in commercial applications in the generation of electric power; in the manufacturing of airplane counterweights; in uranium oxides for the chemical industry; in defense related applications; and increasingly in radioisotope applications for areas ranging from medicine to space. Public lands provide 5 percent of the Nation's production. In most cases, uranium on Federal lands is a locatable mineral subject to the Mining Law of 1872, rather than a leasable mineral. However, uranium is leasable on Federal acquired lands and on Indian lands. BLM's program activity involves lease and permit application processing and supervision and inspection of these leasable uranium operations.

The development of uranium resources on Indian lands, especially in the Southwest and Northwest, has increased public and tribal awareness of (1) the effects of development on local and regional water supplies; (2) the nature of reclamation and revegetation practices; (3) spoil and mining waste management; (4) resource recovery practices; and (5) overall environmental problems. The lease supervision program was expanded in FY 1982 to address these concerns, evaluate their effect, and apply controls to mitigate any adverse impacts. Work efforts associated with the review and approval of mining and exploration plans, environmental analyses for NEPA compliance and operational inspections are expected to continue at FY 1984 levels. All workload measures are associated with Indian lands.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base and Estimate</u>
Approve Mining and Exploration Plans	35	35	35
Prepare EA's	24	24	24
Inspections	850	850	850
Other Lease Management (Lease modifications, meeting with environmental and Tribal Council Groups concerning reclamation issues)	95	95	95

A total of \$3,000 will be used to support a share of the Bureau's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the uranium operations program.

Activity Summary

Activity: Lands and Realty Management

<u>Subactivity</u>	(Dollars in thousands)					Increase (+) or Decrease (-) 1985 Est. over 1985 Base
	<u>FY 1983 Actual (B.A.)</u>	<u>FY 1984 Approp. Enacted</u>	<u>FY 1984 Revised Estimate</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	
Realty Operations	\$ 32,553	\$ 37,391	\$ 37,391	\$ 38,529	\$ 33,264	\$ -5,265
Withdrawal Processing & Review	4,079	3,529	3,529	3,666	4,116	+450
Total	36,632	40,920	40,920	42,195	37,380	-4,815

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Realty Operations

(dollar amounts in thousands)

Program Elements	1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Energy Realty	\$ 6,678 (FTE-T) (190)	6,852 (190)	4,352 (150)	-2,326 (-40)	-2,500 (-40)
Nonenergy Realty- Lower 48	\$ 18,530 (FTE-T) (516)	19,136 (516)	16,671 (511)	-1,859 (-5)	-2,465 (-5)
Alaska Lands Program	\$ 12,183 (FTE-T) (284)	12,541 (284)	12,241 (284)	+58 (---)	-300 (---)
Total Requirements	\$ 37,391 (FTE-T) (990)	38,529 (990)	33,264 (945)	-4,127 (-45)	-5,265 (-45)

Authorization

43 U.S.C. 1701 The Federal Land Policy and Management Act of 1976
et seq. (FLPMA), authorizes the Secretary:
P.L. 94-579

43 U.S.C. 1713,1714 - to sell a tract of public land if the sale of such tract
meets certain disposal criteria;

43 U.S.C. 1716 - to exchange public lands if the public interest will be
well-served by making that exchange;

43 U.S.C. 1721 - to convey omitted public lands if the public interest
will be well-served by making that exchange;

43 U.S.C. 1732 - to manage the use, occupancy, and development of the
public lands through leases and permits;

43 U.S.C. 1761-1771 - to determine suitability of public lands for right-of-way
purposes (other than those for oil and gas pipelines) and
to specify the boundaries of each right-of-way; and

43 U.S.C. 1711 - to prepare and maintain inventories of all public lands.

30 U.S.C. 185 Section 28 of the Mineral Leasing Act of 1920, as amended,
P.L. 66-146 authorizes the Secretary to determine suitability of public
lands for oil and gas pipeline rights-of-way.

- 43 U.S.C. 315
P.L. 73-482 Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 1/ and to open lands as appropriate to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
- 43 U.S.C. 1616(d) Section 17(d) of the Alaska Native Claims Settlement Act authorizes the Secretary to withdraw, 2/ to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification.
- 43 U.S.C. 869 The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.
- 43 U.S.C. 687b The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.
- 16 U.S.C. 1277 Section 6(d) of the Wild and Scenic Rivers Act authorizes the Secretary to exchange or dispose of suitable Federally-owned properties for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.
- 43 U.S.C. 641 Section 4 of the Carey Act of August 18, 1894 authorizes the Secretary, with the approval of the President, to patent to States, desert lands which are reclaimed, cultivated, and settled.
- 43 U.S.C. 321-323 The Desert Land Entry Act of 1877 provides for the reclamation by irrigation, of arid and semiarid public lands of the Western States through individual effort and private capital.

1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the nonmineral public land laws.

2/ Under various Public Land Orders, public lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the public land laws, with some exceptions, including State selections, location and entry under the mining laws, except locations for metalliferous minerals (30 U.S.C. 2); and leasing under the Mineral Leasing Act of February 25, 1920, as amended [30 U.S.C. Sections 181-287].

43 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The <u>National Environmental Policy Act of 1969</u> requires the preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.
16 U.S.C. 4601 P.L. 91-476	The <u>King Range Act of 1970</u> authorizes the acquisition and exchange of lands in the King Range National Conservation Area.
43 U.S.C. 1181 P.L. 75-405	The <u>Conservation of Timber on Certain Lands in Oregon Act of 1937</u> provides for classification of O&C lands more suitable for purposes other than forestry.
23 U.S.C. 932	The <u>Federal Aid Highway Act of 1966</u> provides for the granting of rights-of-way on public lands for highways.
16 U.S.C. 3101 <u>et seq.</u> P.L. 96-487	The <u>Alaska National Interest Lands Conservation Act of 1980 (ANILCA)</u> provides for the designation, management, and conservation of certain public lands in the State of Alaska, including a national recreation area, a national conservation area, wild and scenic rivers, and for other purposes.
P.L. 96-586	<u>Public Law 96-586 (Burton-Santini Act)</u> authorizes and directs the Secretary to sell not more than 700 acres of public lands per calendar year in and around Las Vegas, Nevada; proceeds of which are to be used to acquire environmentally-sensitive lands in the Lake Tahoe Basin of California and Nevada.

ENERGY REALTY

Objectives

- ° Accelerate domestic production of energy and mineral resources by ensuring prompt processing of non-reimbursable rights-of-way (R/W) applications which facilitate energy exploration and development. (Costs incurred in processing reimbursable R/W's are funded in the Service Charges, Deposits, and Forfeitures appropriation on a cost-reimbursable basis.)
- ° Conduct pre-application meetings and discussions with all prospective R/W applicants.

Base program

Base funding for the Energy Realty program is \$6,852,000 and 190 FTE-T.

Energy-related realty casework includes all actions necessary to process public demand applications for rights-of-way and associated land use authorizations for oil and gas pipelines, power transmission lines, energy development and distribution facilities, and other energy-related projects. Energy-related workload depends entirely upon applications filed for rights-of-way and associated land use authorizations and varies according to the number and kinds of applications filed. Estimates for future years are based upon past experience and estimates of future requirements.

In FY 1984, costs for processing and monitoring major R/W's (costing more than \$5,000 to process) are being recovered from the applicant or grant holder. Applicants for smaller R/W's pay a nominal non-returnable fee based upon a rate per mile.

At the FY 1985 base funding level an estimated 3,400 energy-related realty cases would be processed. Processing these cases includes preliminary investigations which consider alternate site analysis, preparation of environmental assessments, appraisals, development of special permit stipulations, issuance of rights-of-way grants, and monitoring of construction to ensure compliance with permit stipulations.

Non-casework activities funded in this program element include items such as review of other agency EIS's on energy rights-of-way, processing applications from State and local governments and other public bodies, program management costs not chargeable to applicants, partial funding of BLM's lands and realty training program, and all pre-application work.

The amount of time for pre-application work varies from a few hours for small R/W's to many months for major R/W's. Pre-application work may include formal and informal meetings with prospective applicants; preparation of correspondence; site inspection (determined by the extent of the rights-of-way); internal clearance and coordination with planning and other specialists; and, in general, ensuring in advance that the application meets the requirements of both parties in order to expedite processing when the application is received.

The following pre- and post-application actions would be accomplished at the FY 1985 base funding level:

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Estimate</u>	<u>FY 1985 Base</u>
<u>Rights-of-Way for:</u>			
Powerlines (transmission and distribution lines)	318	365	365
Oil pipelines	233	372	372
Gas pipelines	869	1,368	1,368
Roads (service and site access)	509	1,228	1,228
Ancillary and other	191	67	67
Subtotal	2,120	3,400	3,400
Pre-application work (cases)	3,340	3,500	3,500
Compliance	4,448	4,500	4,500
Other (including corridor plans and unauthorized use cases)	197	33	33

A total of \$20,200 from this program will be used to support a share of the BLM's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Energy Realty program.

Decrease for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	6,852	4,352	-2,500
(FTE-T)	(190)	(150)	(-40)

During FY 1984, regulations will be changed so that processing of right-of-way cases costing less than \$5,000 for BLM to process will be funded more heavily through the "Service Charges, Deposits, and Forfeitures" appropriation. The non-returnable rate schedule in 43 CFR 2803.1-1 is being revised to recover substantially all of the "hands-on" case processing costs for this group of rights-of-way cases. Approximately 3,100 right-of-way projects averaging \$800 each to process will then be funded by reimbursement from the applicant. This change is consistent with the overall Administration goal of encouraging beneficiaries to pay the cost of the services provided them. Although the fee schedule for cost recovery on these smaller rights-of-way cases will be implemented during FY 1984, some cases are being processed and must be completed using appropriated funds in the Energy Realty program. There is a period needed for transition from the current program to the full cost recovery method; therefore, the decrease in this program will not occur until FY 1985.

The number of actions which will be processed at the proposed funding level in FY 1985 is as follows:

<u>Workload Measures</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase(+) or Decrease(-)</u>
Reimbursable R/W case processing	3,100	---	-3,100
Non-reimbursable R/W case processing	300	300	---
Pre-application work (cases)	3,500	3,500	---
Compliance checks (reimbursable)	4,200	---	-4,200
Compliance checks (non-reimbursable)	300	300	---
Other (including corridor plans and unauthorized use cases)	33	33	---

Distribution of change by object class

The object class detail for the proposed decrease of \$2,500,000 and 40 FTE-T is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	40	\$1,380,000
Personnel benefits		195,000
Travel and transportation of persons		60,000
Transportation of things		60,000
Rents, communications and utilities		80,000
Printing and reproduction		15,000
Other services		650,000
Supplies and materials		40,000
Equipment		20,000
Total		<u>\$2,500,000</u>

NONENERGY REALTY - LOWER 48

Objectives

- ° Place decisionmaking on nonenergy realty case actions closer to the local level;
- ° Dispose of unneeded public land at fair market value in order to improve land ownership patterns, improve cost effectiveness of managing Federal lands, and meet community or regional growth needs;
- ° Process land disposal cases, thereby making public lands available to other non-Federal agencies or the private sector where consistent with land use plans or specific legislation;
- ° Complete land tenure adjustments needed to improve manageability of public land resource values, including boundary adjustments with the Forest Service;
- ° Reduce casework backlogs by 20 percent by the end of FY 1985;
- ° Act on cases of unauthorized use; and
- ° Maintain and improve the land records system including the Automated Land and Mineral Record System (ALMRS) and respond promptly to public inquiries on land status.

Base program

Base funding for the Nonenergy Realty - Lower 48 program is \$19,136,000 and 516 FTE-T.

This program provides service to the public by issuing land use authorizations, land tenure adjustments and land disposal actions^{1/} for nonenergy purposes. Also included in this program are the preservation and improvement of the system for maintaining official public land records and the task of responding to public inquiries about public land status.

A total of \$127,000 will be used from this program to support a share of the BLM's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Nonenergy Realty program.

The following workload will be accomplished at the FY 1985 base funding level:

<u>Workload Measure (#=cases)</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Increase (+) or Decrease (-)</u>
<u>Land use authorization</u>				
Rights-of-way (#)	1,300	1,300	1,300	---
Recreation and Public Purpose (R&PP) Leases (#)	307	285	310	+25
Other leases or permits (#)	300	400	400	---
<u>Land tenure adjustments</u>				
Exchanges (000 acres):	134	565	287	-278
BLM/FS boundary adjustments (#)	---	10	10	---
Navajo-Hopi Settlement (000 acres)	50	50	50	---
<u>Land disposals</u>				
Public land offered for sale (000 acres)	30	62	62	---
State indemnity selections (000 acres)	189	120	50	-70
Burton-Santini Act offers (acres)	700	700	700	---
Desert land entries (#)	550	550	550	---
NM Rio Grande occupancy resolution (#)	80	90	90	---
Other (R&PP patent, Carey Act, Indian allotments, Color-of- Title, omitted lands) (#)	750	800	850	+50
<u>Other</u>				
Unauthorized use (#)	260	260	260	---
Activity plans (#)	3	11	11	---
Records maintained (#)	700,000	700,000	700,000	---
Public inquiries (#)	750,000	750,000	750,000	---

^{1/} The category of Land use authorization includes the issuance of grants, leases, rights-of-way, or permits for the use of public land for recreation and public purposes, and other non-mineral uses while ownership of the land remains with the Federal government. Land tenure adjustment is the exchange of parcels of land with non-Federal property owners or with States, or the adjustment of boundaries with other Federal agencies. Land disposal is the patenting of land through sale or other conveyance authorities such as the Desert Land Entry Act and the Airport and Airways Act.

Land Use Authorization

Recreation and Public Purposes (R&PP) Act leases and patents generally fall under the "Good Neighbor" program which embodies the principles of public service and responsiveness to which the Secretary and the Administration are committed. Many communities of the West are surrounded by public lands and are directly or indirectly dependent upon multiple use of those lands for economic benefits, recreational use, and other purposes. Land use authorizations processed by BLM assist local governments in meeting basic community service needs. Examples include authorizations for solid waste disposal sites and recreation sites. In FY 1983, use of 83,000 acres was authorized. Even though the rate of application for recreation and public purposes grants or leases is decreasing slightly from FY 1981 and FY 1982, as of September 30, 1983, 649 applications covering 255,449 acres are still pending with BLM.

Other aspects of the program primarily affect individuals and private entities. These include applications from individuals, corporations, utility companies, and associations for use of public land to construct and utilize canals, ditches, small farm irrigation and stock reservoirs, water pipelines and roads. In some cases these requests are made to legitimize an existing, but unauthorized, use.

Land Tenure Adjustments

As entitlements under the State Indemnity Selection program are being satisfied, the States are turning increasingly toward exchanges to meet land use demands and consolidate holdings. As a result, the relatively high level of output achieved in FY 1984 will be maintained in FY 1985.

BLM exchanged 134,000 acres of public land with State and private entities under FLPMA exchange authority in FY 1983. An estimated 565,000 acres will be exchanged in FY 1984 and approximately 287,000 acres at the FY 1985 base level to the benefit of both the Federal Government and other parties to the exchange. The significant decrease in output between FY 1984 and the 1985 base level is due primarily to the fact that several years of work will culminate in a large State exchange in Oregon in FY 1984.

"Project Bold," a complex exchange proposal involving the State of Utah and BLM, is not counted in the base program acreage estimates. Proposed legislation is expected to be introduced by the Utah Congressional delegation during 1984. The project, designed to allow a statewide exchange of roughly equivalent value lands in order to block State-owned lands into manageable units, will serve also to remove intermingled State lands from management areas administered by the BLM, National Park Service, Forest Service, the military and Indian reservations. Amounts and locations of lands to be exchanged are currently being worked out. If authorizing legislation is enacted, BLM will have to incur significant additional costs for processing title transfers, record notations, and preparing a new land status map.

The BLM/Forest Service boundary adjustment program, which began in FY 1982, will continue at the same level in FY 1985 as in FY 1984. The program provides for at least one transaction in each of the 10 Western States.

Approximately 250,000 acres of public lands are involved in the Navajo-Hopi land settlement in New Mexico and Arizona. This complex settlement was enacted into law in 1980. At the current schedule, 50,000 acres per year will be transferred until the whole transaction is completed. On July 1, 1983, the newly elected tribal council presented BLM with an amended application requesting the acquisition of six privately owned ranches in Apache County, Arizona. BLM is currently negotiating with the landowners to acquire their holdings through a land exchange. It left intact a prior selection of 35,000 acres of public lands in the Paragon Ranch area of New Mexico.

Land Disposals

The Bureau conveyed 189,000 acres of public land to Western States under the State Indemnity Program in FY 1983 and an additional 120,000 acres are planned to be conveyed in FY 1984. The Secretary of the Interior has assured the States that indemnity (in-lieu) land selections will be processed promptly in close cooperation with State governments. In a Memorandum of Understanding with the Western States Land Commissioners Association dated January 1, 1981, BLM agreed that more than one-half million acres should be transferred to the States in fulfillment of the States' outstanding indemnity rights. We anticipate that the States will apply for approximately 50,000 acres in FY 1985, leaving 34,000 acres remaining for later transfer.

Land sale offerings under the authority of Section 204 of FLPMA will increase from 30,278 acres in FY 1983 to about 62,000 acres in FY 1984. At the FY 1985 base level, 62,000 acres would be prepared for offering. The objectives of the FLPMA land sale program continue to be to transfer public lands that have potential for higher and better uses in private ownership; to improve Federal management of lands through sale of tracts that are isolated or otherwise difficult to manage; and to dispose of lands acquired for a specific purpose that are no longer needed for that purpose or any other Federal purpose.

Work will also continue on sales in Nevada under the Burton-Santini Act, which provides for offering 700 acres annually. A total of 256 acres, valued at \$5.2 million, was sold during FY 1983.

Applications for Desert Land Entries are received primarily in Nevada and Idaho where approximately 2,900 applications for over 1,000,000 acres are on file. Approximately 550 cases, involving an estimated 80,000 acres, will be processed in FY 1984, and 550 cases at the FY 1985 base level. The rate of new applications has begun to decline, with only 85 new filings received in FY 1983. Consequently, case backlogs have also begun to decline. Work at resolution of the long-standing dispute over title and unauthorized use in the "New Mexico Rio Grande Occupancy Resolution Area" will continue in FY 1985 at the same level as in FY 1984.

Other work essential to completing the responsibilities of the nonenergy realty program include the processing of unauthorized use (trespass) cases, preparing activity plans and amendments to MFP's if necessary, maintaining and updating a complex series of public land records, and responding to public inquiries regarding land status, availability and application procedures.

Automated Land and Mineral Record System (ALMRS)

The Automated Land and Mineral Record System (ALMRS), to be comprised of automated realty and minerals case processing, land description, land and minerals ownership/use authorization, status and geographic coordinates data on all land and minerals ownerships where BLM has a surface or sub-surface management interest, is being developed for pilot implementation. The system will be developed in increments to allow for logical progression from manual records to a fully automated system. This will enable BLM eventually to retire its existing manual Land Status Records which consist of the Historical Index, Master Title Plat (MTP) and Land Use Plat and are the foundation of the Bureau's lands, minerals, and renewable resources program activities.

This existing paper records system is comprised of many components and subsystems which span a number of organizational units. This system is used by lands, minerals, and renewable resource program offices of the Bureau of Land Management, other Federal agencies (e.g., Geological Survey, Forest Service, Fish and Wildlife Service, Bureau of Reclamation, etc.), State and local governmental agencies, and the private sector.

The users of the system are located nationwide, but the up-to-date information is only available at individual BLM State Offices in manual format and by manual access methods. Thus, users have great difficulty in accessing, summarizing, and interpreting data by area, case type and case action. Obtaining title and use authorization data (status) needed for case processing or for resource management programs requires time-consuming manual searches of records.

When full implementation is achieved by 1991, the ALMRS system will contain data for approximately 46,000 townships. ALMRS is expected to have a functional life span of 30 years. The system is being designed to be fully interactive for daily inquiries, data corrections and minor updates; however, overnight batch processing will be the rule for the majority of data entry and file updating.

This system is expected to be a great improvement over the present labor-intensive system by providing for faster case processing, facilitating case adjudication, providing automated program summaries and faster service to clientele, and aiding in preparation of simultaneous oil and gas lists and other lists. ALMRS will produce an automated Serial Register Page (SRP) for active cases along with other tabular and statistical reports. Phase I, fully operational at present, accommodates most active land and mineral case types, although initial emphasis was on oil and gas activity. Phase II, being designed and implemented on a pilot basis, includes entry of all relevant legal land description data and existing cases affecting the current status of Federal land and mineral rights in order to provide automated aids to adjudication of cases. Phase III, for future development, is distinguished by automation of geographic coordinate position data for legal land description boundaries. This will provide for additional automation of adjudication and for processing maps of complete or selected status now found on the MTP, use plats and in tract books.

The ALMRS base program for FY 1985 is \$3,564,000. These funds will be used to complete survey data collection efforts in all Western States, continue

Phase II status data collection and conversion in the pilot State of New Mexico (Oklahoma and Texas lands), and begin survey data collection efforts in Eastern States. Some segments of the work in certain States will be performed by contract.

Decrease for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	19,136	16,671	-2,465
(FTE-T)	(516)	(511)	(-5)

The decrease of \$2,465,000 is a net change made up of a decrease of \$1,907,000 for land use authorizations and disposal activities, and a decrease of \$558,000 for more orderly development of ALMRS.

The following workload will be accomplished at the FY 1985 Estimate level as compared to the base.

<u>Workload Measures (# = cases)</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
<u>Land use authorization</u>			
Rights-of-way (#)	1,300	300	-1,000
Recreation and Public Purpose(R&PP)			
Leases (#)	310	310	---
Other leases/permits (#)	400	400	---
<u>Land tenure adjustments</u>			
Exchanges: (000 acres)	287	287	---
BLM/FS boundary adjustments (#)	10	10	---
Navajo-Hopi Settlement (000 acres)	50	50	---
<u>Land disposals</u>			
Public land offered for sale (000 acres)	62	40	-22
State indemnity selections (000 acres)	50	50	---
Burton-Santini sales (acres)	700	700	---
Desert land entries (#)	550	550	---
NM Rio Grande occupancy resolution (#)	90	90	---
Other (R&PP patent, Carey Act, Indian allotments Color-of- Title, omitted lands) (#)	850	850	---
<u>Other</u>			
Unauthorized use (#)	260	260	---
Activity plans (#)	11	11	---
Records maintained (#)	700,000	700,000	---
Public inquiries (#)	750,000	750,000	---

The explanation of changes in the FY 1985 Estimate includes the following items:

Land Use Authorization

The same number of right-of-way applications are expected in FY 1985 as in FY 1984. During FY 1984, regulations will be changed so that nonenergy right-of-way cases can be funded on a cost recovery basis in the Service Charges, Deposits, and Forfeitures appropriation. This will result in a reduction of \$1,107,000 for this work. Nonreimbursable work such as pre-application review, review of other agency EIS's on nonenergy rights-of-way, and processing applications from State and local governments and other public bodies which are all nonreimbursable are funded within this subactivity.

Land Disposals

Land disposal activities are proposed to decrease by \$800,000 as a result of offering 22,000 fewer acres of land for sale under FLPMA. The sales activity in previous years suggests that public demand for the purchase of excess public land at Fair Market Value may be less than earlier anticipated. Additional experience will be gained in FY 1984.

ALMRS

A decrease of \$558,000 is proposed in FY 1985 for ALMRS. The reduction will result in deferral of equipment acquisition and program development for Phase II from FY 1985 to FY 1986. The delay will provide an opportunity to thoroughly evaluate the results of the pilot States' effort. The following work is to be undertaken: continuation of Phase II status data collection efforts for the pilot State of New Mexico and the collection of survey data in the States of Wyoming, Nevada, Colorado, California, Idaho, and approximately one-half of Montana. Phase II status data collection efforts in Oregon and Utah will be delayed until FY 1986. This will provide time for completion of Phase II software development and testing of Phase II in the pilot States of Arizona and New Mexico prior to undertaking a similar effort in two additional States.

Distribution of change by object class

The object class detail for the proposed decrease of \$2,465,000 and 5 FTE-T is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	5	\$175,000
Personnel benefits		26,000
Travel and transportation of persons		50,000
Transportation of things		80,000
Printing and reproduction		50,000
Other services		1,940,000
Supplies and materials		124,000
Equipment		20,000
Total		\$2,465,000

ALASKA LANDS PROGRAM

Objectives

- ° Issue interim conveyances or patents on 3.5 million acres to Native corporations under the Alaska Native Claims Settlement Act (ANCSA);
- ° Convey 4.2 million acres to the State of Alaska; and
- ° Process 1,900 Native allotment parcels in Alaska to the point of approval for survey.

Base program

Base funding for the Alaska Lands Program is \$12,541,000 and 284 FTE-F.

The following workload will be accomplished at the FY 1985 base funding level:

<u>Workload Measures</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Increase (+) or Decrease (-)</u>
Native Conveyances (million acres)	7.1	2.1	3.5	+1.4
State Conveyances (million acres)	10.0	5.0	4.2	-.8
Land Use Authorizations (cases)	615	100	100	---
Land Tenure Adjustments (cases)	20	20	20	---
Compliance Checks (cases)	132	50	50	---
Unauthorized Use (cases)	22	20	20	---
Native Allotments (parcels)	3,956	2,500	2,000	-500

The base program in Alaska encompasses a number of different actions. The highest priority actions are State and Native conveyances. In FY 1985, interim conveyances or patents will be issued on 3.5 million acres of Native corporation selections. Also, 4.2 million acres will be patented or tentatively approved for patent to the State of Alaska. Ultimately, the Native corporations will receive patent to 44 million acres, and the State will receive patent to 104.5 million acres.

In past years, the larger blocks of land having the fewest title conflicts were conveyed to the Native corporations and the State of Alaska. Consequently, the acreage remaining to be conveyed is located in many small units containing most of the title conflicts. In FY 1984, there will be 500 State conveyance documents adjudicated totalling 5 million acres. In FY 1985, the number of conveyance documents will increase to 600, but the acreage conveyed will decline to 4.2 million acres. In the case of Native conveyances, in FY 1984, 100 conveyance documents will be completed totalling 2.1 million acres. In FY 1985, 300 conveyance documents will be completed totalling 3.5 million acres. The amount of acreage conveyed is directly dependent upon the final resolution of appeals; adjudication of Native allotments, mining claims, other private inholdings and other valid existing rights; processing of Federal withdrawals; processing of all other actions related to the Alaska Railroad Transfer Act; and completion of cadastral surveys of all inholdings and boundaries.

From FY 1984 through FY 1993, the expected workload--conveyance document processing--will increase even though the total acreage conveyed each year will be smaller.

As a result of concentrating the effort in Alaska on the ANCSA and State conveyances, a backlog of over 7,500 other cases (Native allotments, homesteads, homesites, trade and manufacturing sites, headquarters sites) has accumulated. These cases (other than Native Allotments) have been increasing at an annual rate of 1 to 2 percent, a rate which will escalate considerably through FY 1985 as lands are opened to settlement. At the base funding level, about 2,000 Native allotment parcels will be processed to the point of approval for survey.

Decrease for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	12,541	12,241	-300
FTE-T	(284)	(284)	(---

The following workload will be accomplished in Alaska at the proposed funding level as compared to the base.

<u>Workload Measures</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase or Decrease</u>
Alaska			
Land Use Authorizations (cases)	100	100	---
Land Tenure Adjustments (cases)	20	20	---
Native Conveyances (million acres)	3.5	3.5	---
State Conveyances (million acres)	4.2	4.2	---
Compliance Checks (cases)	50	50	---
Unauthorized Use (cases)	20	20	---
Native Allotments (parcels)	2,000	1,900	-100

The Budget Estimate reflects a realistic projection of the amount of Native allotment processing that can be completed in FY 1985. A significant effort during Fiscal Years 1983 and 1984 will have more Native allotment cases adjudicated and ready for survey than previously anticipated. Because a backlog of Native allotments ready for survey currently exists, the reduction in the number of allotments to be processed in FY 1985 will not impact the speed at which patents are issued to the State of Alaska or Native corporations. This reduction will allow for a more cost effective program balanced among all of the workload requirements to be accomplished.

Distribution of change by object class

The object class detail for the proposed decrease of \$300,000 is as follows:

Other services	\$ 249,000
Supplies and materials	1,000
Communications, utilities, and other rent	<u>50,000</u>
Total	\$ 300,000

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Withdrawal Processing and Review

(dollar amounts in thousands)

	1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements					
\$	3,529	3,666	4,116	+587	+450
(FTE-T)	(105)	(105)	(120)	(+15)	(+15)

Authorization

43 U.S.C. 1711,
1714
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA)
of 1976, authorizes the Secretary:

- to review, by October 1991, certain withdrawals existing as of October 21, 1976, to determine whether, and for how long, they should be continued;
- to prepare and maintain inventories of all public lands; and
- to review all withdrawals having a specific effective timeframe.

43 U.S.C. 869

The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.

43 U.S.C. 687b

The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.

43 U.S.C. 315
P.L. 73-482

Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 1/ and to open lands, as appropriate, to entry,

1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the nonmineral public land laws.

selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.

- 43 U.S.C 1601(e) Section 3(e) of ANCSA provides that the lands in Alaska withdrawn for the administration of any Federal installation will be the smallest practicable tract as determined by the Secretary of the Interior.
- 16 U.S.C 1621
30 U.S.C. 181 note Section 12(b) of the Alaska National Interest Lands Conservation Act mandates a review of withdrawals and other types of segregations and establishes a schedule of openings of public lands to operation of the general land laws, mineral leasing and mining.
- 43 U.S.C 1621
P.L. 92-204 Section 12(b) of the Alaska Native Claims Settlement Act provides for withdrawals and withdrawal review pursuant to the Cook Inlet Region Incorporated (CIRI) entitlement settlement.
- 43 U.S.C 31(a) Geological Survey Organization Act, authorized classification of public lands.
- 15 U.S.C. 79 Section 24 of the Federal Power Act as amended, allows other uses or Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.

Objectives

- ° Process new withdrawal applications on a pipeline basis;
- ° Continue withdrawal revocation processing on a current basis;
- ° Continue review of other agencies' withdrawals based on mutually approved schedules;
- ° Complete review of all BLM classification orders by FY 1987; and
- ° Continue handling of waterpower and waterstorage classification requests and initiate a 7-year waterpower withdrawal review program in FY 1985.

Base program

Base funding for the Withdrawal Processing and Review program is \$3,666,000 and 105 FTE-T.

The Federal Land Policy and Management Act (FLPMA), Section 204(1) requires a comprehensive 15-year review of certain withdrawals of Federal lands in the 11 Western states, exclusive of Alaska. There are extensive withdrawals in Alaska, which are being reviewed under the provisions of the Alaska Native Claims Settlement Act when possible conveyance to Alaska Natives is involved and under the provisions of the Alaska National Interest Lands Conservation Act and other authorities for possible opening of public lands to mining, mineral leasing, settlement, and other disposals.

FLPMA also requires that all applications for withdrawals and proposed revocations pending at the time of passage be processed by 1991. All withdrawal applications filed after passage must be processed within two years to limit the segregative effect of such applications.

A "withdrawal" closes Federal land to multiple use and dedicates it to a single or dominant use. Land classification orders can have a similar impact. FLPMA was in part a response to concern that withdrawals were being processed independently with no consideration of the cumulative or long-term impacts, especially on mineral and energy development. An updated inventory (mid-1981) under provisions of Section 204(1) of FLPMA identified 5,975 withdrawals covering 71.9 million acres. Classification orders segregated another 148 million acres partially or wholly from entry under the public land laws, including in some cases mining and mineral leasing. It is essential that withdrawal and classification reviews be conducted systematically and expeditiously to ensure that there are no unnecessary closures. This will make the maximum amount of public land available for multiple use.

In FY 1982, BLM and the other holding agencies developed mutually-approved schedules designed to complete review of other agency withdrawals by 1991. The review workload for FY 1985 will consist largely of review of other agency withdrawals. Successful completion of the FY 1985 schedule depends totally on the ability of other agencies to make timely submissions of their withdrawal rejustifications to the appropriate BLM State Offices.

The withdrawal review program for opening of lands in Alaska to mining, mineral leasing, settlement, and other disposals, based on several different authorities, will be completed in FY 1985. The review of Federal holdings pursuant to Section 3(e) of ANCSA is an integral part of the entire State and Native conveyance program and is a major program which will continue as such through FY 1987.

The Waterpower Classification Program encompasses the identification, evaluation, and classification of Federal lands with significant water and power potential under the provisions of the Federal Power Act of 1926, as amended. Classifications are made to protect potential water and power resources from encumbrances and uses which would destroy site values for waterpower, and to provide land management agencies with information to ensure that potential water and power sites are included in land use plans developed by such agencies. The program was previously located in the Geological Survey, transferred to the Minerals Management Service (MMS), and then merged with BLM under the provisions of Secretarial Order No. 3087 of December 3, 1982.

A total of \$18,000 in this subactivity will be used to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Withdrawal Processing and Review program.

Base program workload accomplishments are estimated as follows:

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Estimate</u>	<u>FY 1985 Base</u>	<u>Increase (+) or Decrease (-)</u>
Withdrawal applications processed (cases)	30	25	30	+5
Revocations processed (cases)	273	194	194	---
Withdrawals reviewed (cases)	496	496	496	---
Classifications reviewed (cases)	148	149	149	---
Waterpower classifications (cases)	26	26	26	---
Waterpower reports (#)	630	600	600	---

Increase for FY 1985

(dollar amounts in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	3,666	4,116	+450
(FTE-T)	(105)	(120)	(+15)

The waterpower classification program and a small staff was transferred to BLM from MMS as part of the onshore minerals program merger directed by Secretarial Order No. 3087. However, prior to the transfer, the Department had eliminated funding for the waterpower classification program in MMS for FY 1984 and beyond. After a review of the requirements of the program by the BLM and Secretarial officials, it was concluded that a scaled-down and re-focused effort was needed to address the existing waterpower classifications and watersite withdrawals. Because the waterpower classification program also supports BLM withdrawal processing and review efforts, a cadre of waterpower expertise is being maintained by BLM and is performing work in the Withdrawal Review program during FY 1984. In FY 1985, the waterpower classification program will begin a restructured 7-year effort to review approximately 1,050 existing withdrawals for waterpower and water storage. Though the actual withdrawals can only be revoked with the consent of the Federal Energy Regulatory Commission (FERC), BLM will conduct these reviews to determine on a case-by-case basis if the water resource still exists and requires protection. Findings will be forwarded to the Secretary with recommendations for continuation or revocation of the classification/withdrawal. The increase of \$450,000 and 15 FTE is needed to carry out the waterpower review effort and fund the continuing classification work.

Workload accomplishments in FY 1985 at the requested level of funding, as compared to the base, are estimated to be:

<u>Workload Measure</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
Withdrawal applications processed (cases)	30	30	---
Revocations processed (cases)	194	151	-43
Withdrawals reviewed (cases)	496	637	+141
Classifications reviewed (cases)	149	50	-99
Waterpower classification (cases)	26	26	---

Distribution of change by object class

The object class detail for the proposed \$450,000 increase is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	15	\$350,000
Personnel benefits		51,000
Travel and transportation of persons		20,000
Printing and reproduction		2,000
Other services		10,000
Supplies and materials		15,000
Equipment		2,000
Total		<u>\$450,000</u>

Activity Summary

Activity: Renewable Resources Management

Subactivity	(Dollars in thousands)					Increase (+) or Decrease (-) 1985 Est. over 1985 Base
	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	
Forest Management	\$ 5,706	\$ 6,112	\$ 6,112	\$ 6,286	\$ 6,286	\$ ---
Range Management	39,630	36,334	36,334	37,319	33,519	-3,800
Soil, Water and Air Management	16,946	16,595	16,595	16,882	12,882	-4,000
Wildlife Habitat Management	15,150	13,515	13,515	13,805	11,705	-2,100
Recreation Management	23,235	18,360	18,360	18,618	16,077	-2,541
Fire Management	9,334	7,446	7,446	7,490	7,490	---
Total	110,001	98,362	98,362	100,400	87,959	-12,441

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Forest Management

(dollar amounts in thousands)

Program Element		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Public Domain	\$	5,173	5,347	5,347	+174	---
	(FTE-T)	(145)	(145)	(145)	(---)	(---)
Western Oregon	\$	939	939	939	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	\$	6,112	6,286	6,286	+174	---
	(FTE-T)	(145)	(145)	(145)	(---)	(---)

Authorization

43 U.S.C. 1711,
1732
P.L. 94-579

The Federal Land Policy and Management Act of 1976, provides for management, protection, and marketing of resources on a sustained yield basis; and for the preparation and maintenance, on a continuing basis, of an inventory of public land resources and other values.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

Objective

The objective of the Forest Management program is to ensure that all public land forest resources -- other than the Oregon and California (O&C) and Coos Bay Wagon Road (CBWR) forested lands -- are managed effectively and efficiently to help meet current and future domestic needs for timber and other forest products by:

- ° Implementing environmentally sound harvesting and management practices, including planting, thinning, site and stand work, and pest control;
- ° Making approximately 1 billion board feet of timber available over the next decade, with 92 million board feet (MMBF) scheduled to be offered for sale in FY 1985; and
- ° Issuing 83,000 fuelwood and other forest products permits annually.

All BLM public domain forest lands are managed under the Federal Land Policy and Management Act (FLPMA) of 1976. BLM's Forest Land Policy, which is based on this Act, requires management of these lands under multiple-use principles, for timber production as well as other uses and values, to achieve the widest range

of beneficial uses on a sustained basis to meet national needs. This policy highlights the importance of timber production on these lands and states that no single use may preclude other uses unless it is congressionally specified or justified in a formal finding and is in the national interest. Within this broad policy directive, BLM manages the public domain forest lands to contribute to meeting the Nation's demand for wood products and to obtain fair market value for timber and forest product use.

This subactivity includes funding for the management of the Public Domain (PD) forested lands in the Western States and a funding contribution for those PD forest lands in western Oregon intermingled with the larger acreage of O&C lands. The programs are discussed separately below.

PUBLIC DOMAIN

This program deals only with forest management and development on public lands outside of western Oregon. Public Domain forest management is divided into three major components: the commercial forest lands program, the woodlands program, and the Alaska forest lands program. Since these programs vary widely in requirements and operations, each is discussed separately below.

Commercial Forest Lands Program

The BLM has 2,122,698 acres of commercial forest land (CFL) in the Public Domain states outside of Alaska. CFL is defined as land capable of producing 20 cubic feet of growth per acre per year. Two categories of land exist within the CFL: Managed CFL, land producing allowable cut; and Set-Aside, land upon which timber production is excluded or severely restricted. There are 1,191,551 acres of Managed CFL and this acreage is the present focus of the commercial forest land program. The current allowable cut from this land is calculated at 92 million board feet.

Woodlands Program

In addition to commercial forest lands, the BLM administers 18 million acres of public lands classified as woodlands. The woodlands are usually located in the arid to semi-arid areas of the southwestern United States and the moderate to higher altitudes of the northwestern United States. Woodland ecosystems are located in all the public domain States. These are forest land areas excluded from the CFL that, in many cases, are capable of producing both major and minor forest products. However, the producing capacity of sawtimber material on the majority of the acreages is less than 20 cubic feet per acre per year.

The vast majority of the woodland acres are of the Pinyon-Juniper type stands in Colorado, Nevada, New Mexico, Arizona, and Utah. Woodlands of the western United States are not to be confused with the woodlots or farm woodlands of the eastern United States. They are plant communities in which the trees are often small and interspersed with grass and brush.

Forest products derived from the woodland ecosystems are predominately products other than sawtimber, such as fuelwood, posts/poles, Christmas trees, and pine-nuts. The demand and resulting sales for forest products from these lands have increased dramatically over the last few years.

Alaska Forest Lands Program

After selections and conveyances to Alaska Natives, the State of Alaska and other Federal agencies are complete, BLM estimates that approximately 65 million acres of Alaska public lands will remain under its jurisdiction. Of this area, an estimated 12 million acres are forest lands, including approximately 6 million acres with potential commercial value. The potential of these forest lands compares favorably with those of the Lake States in the lower 48 states.

Thus far only 10 percent of the total statewide Alaska forest area has been inventoried. None of BLM's forest land has been inventoried. Therefore, present potential is not fully known. Emphasis on a forest management program is important since demand for fuelwood (both commercial and subsistence), poles, and timber for construction is increasing.

FY 1985 program

The FY 1985 Forest Management program is \$5,347,000 and 145 FTE-T at both the Base and Estimate levels.

Commercial Forest Land Program

The total FY 1985 program level for the Commercial Forest Land (CFL) component is \$4,293,000. This program has subcomponents consisting of timber management, forest development, and technical support. The FY 1985 program will offer for sale 92 million board feet with an estimated value of \$6,900,000. (Estimated sale value of \$75/mbf.) Increased harvest levels should be realized during FY 1985; and it is estimated that receipts of \$8 million will be generated.

The major elements of the Timber Management subcomponent are timber sale planning, preparation and sale administration. Planning is done to identify needs of physical and legal access, cadastral survey requirements, and road design. Preparation includes sale layout, access acquisition, environmental analysis, timber cruising and appraisal, contract preparation and sale advertising. Sale administration involves conducting the sale and awarding the contract.

Preparation work for 100 sales is planned in the six BLM Public Domain States (California, Colorado, Idaho, Montana, Wyoming and eastern Oregon) with sawtimber programs.

The major elements of the Forest Development subcomponent are reforestation, pre-commercial thinning and commercial thinning.

Reforestation includes site preparation of cutover acres, tree planting (both by seeding and seedlings), and maintenance of existing plantations by control of competing vegetation and pest damage. Site and stand improvement is planned on 3,250 acres. Reforestation by both seeding and planting is planned for 1,810 acres.

Pre-commercial thinning is culturing of stands less than 30 years of age to ensure proper number and spacing of future crop trees. Pre-commercial thinning is planned on 900 acres.

Commercial thinning occurs at an average stand age of 75 years when 20 to 40 percent of the trees are of merchantable size. Harvesting allows maximal

growth to a 100-year maturity of the remaining trees. Commercial thinning is planned on 1,050 acres.

An appropriate level of technical support and management expertise is also needed to conduct the forest management program. This includes multiple-use planning, inventory, forest pest control, and trespass abatement.

Inventory and management planning is the gathering of data necessary for preparation and maintenance of land use and timber management plans, and the computation of the allowable harvest levels on a 10-year cycle.

Inventories of both an extensive and intensive nature are planned for 219,000 acres. Additionally, the BLM expects to complete 33 activity, management, and development plans and 160 environmental assessments during FY 1985.

Forest pest control involves treatment for such infestations as mistletoe, mountain pine beetle, pine borer, etc. In FY 1985, 220,000 acres of highly susceptible timber stands are in need of survey and treatment determination. Direct treatment of 12,000 acres is planned.

Action on abatement of 25 unauthorized use cases is planned for FY 1985.

A total of \$23,000 from this subactivity will be used to support a share of the BLM's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Forest Management program.

Woodlands Program

Historically, woodlands have received little intensive management, and wood products have been removed from these lands predominantly by free-use. Management has consisted of identifying those areas of dead wood or overgrowth where free use permit would aid in removing these products. However, in recent years, the public demand for these wood products has increased dramatically.

Now BLM managers are emphasizing product sales and discouraging free use. Some inventory of these lands is being accomplished, and the variety of woodland products being sold is increasing. Activities carried out for other resource programs, such as removal of scrub stands by mechanical chaining to improve range conditions, have been redirected to yield forest product sales as well.

BLM has undertaken a long-term effort to inventory all of the 18 million woodland acres and to identify priorities for sales and other management activities. Inventories on 56,000 acres are planned to be completed in FY 1985.

Planned sales in FY 1985 are 130,000 cords of fuelwood, 60,000 Christmas trees, and other woodland products such as post/poles, pine nuts, jojoba beans, cactus, boughs, and wildings with an estimated value of \$1.2 million.

The FY 1985 program level for the Woodlands Program is \$959,000.

Alaska Forest Lands Program

The current program is a custodial program which consists of supplying forest products sales and permits with minimal planning. In FY 1985, 100 thousand

board feet of sawtimber with an estimated value of \$7,500 will be offered in addition to the sale of fuelwood permits.

The FY 1985 program level for the Alaska Forestlands Program is \$95,000.

Workload in the FY 1985 Forest Management Program is as follows:

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Estimate and Base</u>	<u>Increase (+) or Decrease (-)</u>
Volume of timber sold/offered (million board feet)	85	92	92	---
Fuelwood and other forest product permits (000's)	76	83	83	---
Forest inventoried (CFL) (000's acres)	210	219	219	---
Activity plans	27	33	33	---
Pest control (000's acres)	12	12	12	---
Site and stand improvement (acres)	1,790	3,250	3,250	---
Reforestation (acres)	1,200	1,810	1,810	---
Seedlings planted (000's)	523	828	828	---

WESTERN OREGON

FY 1985 program

The program level for forest management and development on public domain (PD) lands in western Oregon is \$939,000 at both the FY 1985 Base and Estimate levels. Approximately 10 percent (or 240,000 acres) of the public forest lands in western Oregon intermingled with the revested Oregon and California (O&C) Grant Lands and Coos Bay Wagon Road (CBWR) lands are public domain lands.

The \$939,000 will be combined with the Oregon and California Grant Lands Funds (separately appropriated) to manage all BLM-administered lands in western Oregon.

Although these intermingled public domain lands are managed under FLPMA, the actual management practices are generally the same as those implemented for the O&C and CBWR lands. The current management prescription is the result of the recently completed management plans which considered all reasonable multiple use mixes and analyzed their environmental impacts. From this effort the preferred alternative was selected by managers and documented in the records of decisions.

Since the program accomplishments associated with the PD, O&C and CBWR lands are very closely integrated and the lands are managed at the same intensity regardless of their status, the entire western Oregon program is discussed in the Oregon and California Grant Lands Appropriation justification, and the total workload measures are depicted within the O&C Grant Lands Timber Management and Timber Development and Reforestation programs.

A total of \$4,000 from this program will be used to support a share of the BLM's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Forest Management program.

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Range Management

(dollar amounts in thousands)

Program Elements		1984				
		Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Wild Horse and Burro \$		4,974	5,081	5,081	+107	---
Management (FTE-T)		(90)	(90)	(90)	(---)	(---)
Grazing Management \$		31,360	32,238	28,438	-2,922	-3,800
(FTE-T)		(830)	(830)	(745)	(-85)	(-85)
Total Requirements \$		36,334	37,319	33,519	-2,815	-3,800
(FTE-T)		(920)	(920)	(835)	(-85)	(-85)

Authorization

43 U.S.C. 1711, 1732, 1751, 1753 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> authorizes range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.
43 U.S.C. 1901-1908 P.L. 95-514	The <u>Public Rangelands Improvement Act of 1978</u> requires the improvement of range conditions on public rangelands, research on horse and burro population dynamics, and other range management practices.
43 U.S.C. 315 P.L. 73-482	The <u>Taylor Grazing Act of 1934</u> , as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry.
42 U.S.C. 1241-1243 P.L. 90-583	The <u>Carlson - Foley Act of 1968</u> authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants.
42 U.S.C. 4321, 4331- 4335, and 4341-4347 P.L. 91-190	The <u>National Environmental Policy Act of 1969</u> requires the preparation of an environmental impact statement for any Federal project which may have a significant effect on the environment.
7 U.S.C. 1012-1013A P.L. 75-210	The <u>Farm Tenant Act of 1937</u> ("Bankhead-Jones Act") provides for management of acquired farm tenant lands.

16 U.S.C. 1331-1340
P.L. 92-195

The Wild Free-Roaming Horse and Burro Act of 1971, as amended, provides for the management, protection and control of wild horses and burros on public lands.

41 U.S.C. 501
P.L. 95-224

The Federal Grant and Cooperative Agreement Act of 1977 distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

WILD HORSE AND BURRO MANAGEMENT

Objectives

- ° To protect and manage wild horses and burros through implementation of 15 Herd Management Area Plans and monitoring of 85 herd areas;
- ° To protect all herd area resources by the removal of 10,500 excess animals; removals will continue in future years until populations are reduced to appropriate management levels as determined by land use decisions and subsequent monitoring;
- ° To achieve an adoption program that is as cost effective as possible by charging adoption and transportation fees that partially defray the Federal costs of adoption;
- ° To maintain a viable adoption program by adopting an estimated 7,750 animals, to conduct an estimated 260 compliance checks in response to specific complaints of animal abuse, and to issue 7,700 titles for animals adopted prior to FY 1984; and
- ° To sell 2,290 animals for which no adoption demand by qualified individuals exists assuming that necessary legislative authorization is enacted by Congress before the beginning of FY 1985.

FY 1985 program

The base and proposed funding level for the Wild Horse and Burro Management program is \$5,081,000 and 90 FTE-T.

The Wild Free-Roaming Horse and Burro Act was passed by Congress in 1971 to preserve living symbols of the historic and pioneer spirit of the West and to prevent branding, harassment, and commercial exploitation of wild horses and burros. BLM was given the responsibility to protect and manage these animals as an integral part of the public lands' natural ecosystem.

Over the past 10 years BLM has funded 12 research projects with various universities to gain a better understanding of wild horse and burro population dynamics, habitat requirements, and the animals' impact on other rangeland resources. A major research study undertaken with the National Academy of Sciences (NAS) was completed and a report was submitted to Congress in January 1983. No further research is planned in FY 1984 or FY 1985, although two site-specific studies on forage and habitat conditions, herd sex and age

characteristics, herd seasonal use patterns, and competition with other animals for habitat will be undertaken for horse and burro herd areas.

An estimated 49,000 wild horses and 11,000 wild burros currently inhabit the public lands under BLM's jurisdiction. The number of animals that can be maintained on a specific area is determined by the amount of food, water, cover, and space available for their use. Wild horses and burros must share their habitat with wildlife and domestic livestock. The proper balance of wild horses and burros, wildlife, and livestock is determined through BLM's multiple-use planning process, which includes opportunities for meaningful public participation, and by subsequent monitoring of the animals and their habitat. BLM estimates that approximately 21,000 wild horses and 4,000 wild burros can be maintained on the public lands as the appropriate management level.

Removal and disposition of excess wild horses is complicated by several public issues. BLM relies upon studies, inventories, and the planning process to determine the numbers of horses and/or burros to be maintained area by area. Nevertheless, there is often opposition by the various interest groups expressed outside the planning process after these numbers have been set. There is also controversy when excess wild horses and burros are captured, and the question arises over their disposition. Animal protection groups oppose destruction. By law, BLM must provide animals for private care as long as there is an adoption demand by qualified individuals, and remaining excess animals must be destroyed in the most cost efficient and humane manner possible. Accordingly, BLM developed the Adopt-a-Horse Program to assign the care and maintenance of excess animals to qualified individuals. By the end of FY 1983 more than 45,000 excess horses and burros had been adopted nationwide since the program's inception in 1973.

BLM has initiated measures to increase its efficiency and cost-effectiveness in operating the Adopt-a-Horse Program. Revised internal procedures have improved adoption application processing and BLM's review of applicants' qualifications. The application form was revised to require more explicit information from applicants concerning their facilities and transport equipment for the animals requested. By requiring more complete information from the applicants initially, BLM personnel have been able to expedite review of the applications. Brochures distributed to potential applicants have been revised to describe specifically BLM's standards for feed, water, space, shelter, and transport so an individual can determine before applying whether she/he can meet BLM's qualifications for adoption of excess wild horses and burros.

BLM procedures have been revised to require verification of the qualifications of adoption applicants requesting more than four animals or requesting to maintain more than four animals in a single location. The verification must be a written certification by a veterinarian, local humane official, or similarly qualified official approved by BLM and must confirm that the adopter's facilities and capabilities are adequate to care for the number of animals requested.

Once an animal has been adopted and received proper care for 12 months, the adopter may apply for ownership of the animal. During the 12 month adoption period, BLM conducts compliance checks in response to complaints received about the use or care being given to adopted animals. If problems are discovered, BLM may repossess the animal if its health and well-being are in jeopardy, or require the adopter, as a condition for keeping the animal, to take specific

corrective actions. BLM has also established agreements with humane organizations in Utah, Missouri and Pennsylvania to supplement its compliance activities at no cost to BLM. Additional agreements are under consideration in other locations.

Adoption fees were raised on January 2, 1982, to \$200 for horses and \$75 for burros in an effort to recover more of the adoption-related expenses and curtail the subsidy received by adopters. Instead, the higher fees had the effect of reducing adoption demand. The increased fee policy was the subject of litigation, and BLM was placed under a court-ordered moratorium on the destruction of excess animals for which no adoption demand existed. Although fee collections increased under the policy from \$62 per animal to \$150 per animal, the moratorium and public resistance to the higher fee had the effect of doubling adoption costs from \$299 per animal to \$605 due to increased holding time in corrals between capture and adoption and additional efforts required to locate adopters.

This litigation has now been resolved. Effective March 4, 1983, adoption fees for horses were reduced from \$200 to \$125 (in addition, adopters must also pay transportation costs from the facility where the animals are prepared for adoption to the adoption point). The fee for burros was retained at \$75 per animal plus transportation costs. These fees are deposited in the Bureau's "Service Charges, Deposits, and Forfeitures" Appropriation and are available for use by the Bureau to operate the Adopt-a-Horse Program.

The number of animals adopted is increasing under the lower fee, but over 2,600 animals are presently being maintained in BLM corrals and adoption centers, at daily feeding costs of about \$4,500. Only 500 adoption applications requesting 1,200 animals currently are on file with BLM. To remove and dispose of 10,500 animals annually, without sale authority, an estimated 2,250 animals will have to be destroyed annually. If not destroyed, animals will have to be maintained in corrals or adoption centers for long periods of time while BLM incurs high feeding and handling costs.

Legislation has been introduced in the 98th Congress (S.457 and H.R. 1675) which, when enacted, would grant authority to BLM to sell any excess animals for which there is no adoption demand. Present law provides only for the humane destruction of unadoptable animals. It is assumed that sale proceeds would go into the "Service Charges" Appropriation just as adoption fees now do and would be available for BLM to use in the Wild Horse and Burro Management program. Sale authority is desirable, and BLM supports the concept. The FY 1985 budget estimate has been prepared on the assumption that legislation granting sale authority will be enacted and in effect in FY 1985.

The following table indicates program outputs:

<u>Workload Measure</u>	<u>Actual FY 1983</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
Inventory (million acres)	12.3	12.1	14.8	14.8	---
Studies	2	1	2	2	---
Herd management area plans implemented	15	10	15	15	---
Monitoring (# of herd areas)	88	70	85	85	---

<u>Workload Measure</u>	<u>Actual FY 1983</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
Animals removed	6,658	6,400	10,500	10,500	---
Animals adopted	5,100	6,800	7,750	7,750	---
Animals destroyed	350	400	460	460	---
Animals sold	---	---	2,290	2,290	---
Compliance checks (adopters)	740	260	260	260	---
Animals titled	5,600	4,700	7,700	7,700	---

The change from previous estimates in inventory, studies and monitoring workload measures is due to a redefinition of these three program areas and a shift of expected accomplishments. However, the combined level of effort in FY 1984 and FY 1985 will be at approximately the same level as in FY 1983.

There will be a reduction in the number of animals to be removed in FY 1984 because of the increased cost of adoption activities, such as care and feeding of animals prior to adoption and the publicity needed to increase adoption demand.

Compliance activities were increased in FY 1983 due to litigation requiring compliance checks of all previous large scale adopters. These activities will be reduced in FY 1984 and FY 1985 because of better pre-adoption screening and targeting of inspections to include only new large scale adopters and those required by compliants.

At the proposed FY 1985 funding level, BLM will remove 10,500 excess animals from the public lands. Because maximum adoption demand at the current fee level is anticipated to be about 7,750 animals, most of the additional animals removed (2,290) are expected to be sold. Destruction of old, sick, and lame animals is estimated at 460 animals.

Population levels have to be reduced to be responsive to decisions reached in the multiple use planning process. It will take approximately 20 years to reach the estimated appropriate management level of 25,000 animals at an annual removal rate of 10,500.

A total of \$22,000 in this subactivity will be used to support a share of BLM's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Wild Horse and Burro Management Program.

GRAZING MANAGEMENT

Objectives

- ° To protect, maintain, and improve the productivity of the rangeland resources by making and implementing equitable and supportable decisions about land uses, resource allocations, and grazing authorizations in a timely fashion through the resource management planning process;

- ° To utilize the Grazing Management Policy of March 5, 1982, to categorize allotments and set priorities for management and development of areas of land designated for grazing (grazing allotments);
- ° To implement the Range Improvement Policy of October 15, 1982, and provide incentives for private investments in range improvements on the public lands;
- ° To meet the court-mandated schedule for preparing livestock grazing environmental impact statements (EIS's);
- ° To conduct monitoring studies on 4,700 allotments to assist in determining proper stocking levels and to evaluate the effectiveness of management actions in achieving resource management objectives;
- ° To initiate cost-effective rangeland improvements on grazing allotments that will help improve the condition of the rangeland for livestock grazing, wildlife habitat, watershed protection, and wild horse and burro habitat, utilizing funds in both Grazing Management and the Range Improvements Appropriation;
- ° To issue 26,200 grazing permits or leases for livestock grazing on the public rangelands under the principles of multiple use and sustained yield, consistent with appropriate stocking levels determined from the best available information;
- ° To conduct ecological site inventories on 3 million acres to support rangeland resource decisions and provide a baseline for monitoring on the highest priority allotments; and
- ° To maintain cooperative programs with States for noxious weed control in accordance with Public Law 90-583, the Carlson-Foley Act of 1968.

Base program

Base funding for the Grazing Management program is \$32,238,000 and 830 FTE.

BLM issues about 26,200 grazing permits, leases or adjustments annually to authorize grazing for the 4.3 million cattle, sheep, goats, and horses that depend on 170 million acres of public lands for all or part of their yearly forage requirement. Administration of grazing on the public lands requires determining the amount and quality of forage available for livestock, wildlife, wild horses and burros, and other uses; implementing grazing plans; conducting compliance checks; monitoring rangeland conditions and trend; and maintaining existing rangeland improvements.

In the mid-1960's, BLM initiated an intensive grazing management program to improve the public rangelands that were considered to be in less than satisfactory condition. In 1975, implementation of this intensive management program was delayed pending completion of 144 grazing EIS's. The EIS's are being prepared under a schedule resulting from a court ruling on the Natural Resources Defense Council (NRDC) et. al. v. Morton et. al. case which required BLM to prepare 144 EIS's by the end of 1988. Ninety-five grazing EIS's will be completed by the end of FY 1984, and an additional 14 will be completed during FY 1985. These 109 grazing EIS areas cover about 153 million acres of public land. Upon completion of the first grazing EIS's in 1978, BLM resumed

implementation of the grazing management program based upon analyses of rangeland conditions and resource needs on the areas covered by the EIS's.

BLM implemented revised Grazing Management and Range Improvement Policies on March 5, 1982, and October 15, 1982, respectively, to ensure that funds are effectively spent. The effect of these policies has been to concentrate efforts and funds where the greatest need and potential for improvement exists. Reductions in expenditures have taken place for those areas already in suitable condition, where potential for improvement is low, where the cost of improvement would be extremely high, or where the existing management practices will maintain the presently acceptable conditions.

The Bureau's policy is to adjust livestock grazing to appropriate levels. During FY 1983 approximately 1,500 grazing use adjustments were made. The method of determining the appropriate level of grazing use has been changed from use of a costly, single point-in-time forage production inventory to a more reliable monitoring program. Monitoring consists of an analysis of changes in range condition over time. Monitoring studies include forage utilization (a measure of the total amount of forage consumed by livestock, wildlife, wild horses, etc.), actual use (the number of livestock on the range), trend (changes in plant indicators such as frequency, density, etc.) and climate (measured precipitation).

Ecological site inventories were reduced from 13 million acres in FY 1983 to 3.7 million acres in FY 1984. This was the result of a shift in emphasis from inventory to multi-year monitoring as a better method of assisting in determining stocking levels and of evaluating the effectiveness of actions in meeting management objectives. With this approach, BLM will continue to be able to establish monitoring studies in advance of grazing EIS's to be completed in FY 1985 and beyond. These studies will provide data to support the resource management planning process and initial adjustments in grazing use during a 5-year phase-in implementation period. Monitoring studies will have been established on 4,350 allotments by the end of FY 1984 and increased to 4,700 allotments in FY 1985.

In cooperation with the Office of Management and Budget and economists from land grant universities, BLM has developed an investment analysis procedure for determining the cost effectiveness of rangeland improvement projects which is embodied in the Bureau's Rangeland Improvement Policy Statement. This procedure includes the use of benefit/cost (B/C) and other economic analyses to screen out or avoid unrealistic and ineffective investments and to assign higher priority to those investments yielding the highest return. In addition, the Range Improvement Policy is designed to encourage private or other beneficiaries to contribute funds toward improvement of rangeland conditions. The Bureau will give highest priority to implementation of range improvements totally funded by these non-Federal contributions.

On April 22, 1983, the policies and procedures for implementing cooperative management agreements (CMA's) were adopted. The CMA is a formal, written agreement between the BLM and livestock operators (or associations) who have demonstrated good rangeland management practices in which the operator is provided: (1) recognition of good stewardship; (2) a larger role in managing livestock grazing on the public lands; and (3) the assurance of tenure needed to encourage private investments in rangeland improvements. CMA's will encourage operators to maintain or initiate good grazing management practices while at the same time reducing public expenditures for improving and managing the public lands.

The Public Rangelands Improvement Act (PRIA) of 1978 established a revised grazing fee formula on a 7-year trial basis for the grazing fee years 1979 through 1985. Based on this formula, the grazing fee in 1984 will be \$1.37 per animal unit month (AUM), a decrease of \$.03 from 1983, and a decrease of \$.94 from 1981. The fee is estimated to be \$1.37 per AUM in 1985. At the end of the trial period, the Secretaries of the Interior and Agriculture are to report to Congress on their evaluation of the PRIA grazing fee formula, other grazing fee options, and their recommendation on the fee schedule for 1986 and subsequent fee years. The on-going study includes projects to determine validity of private grazing land lease rates, comparison of various fee systems, and comparison of the values of public versus private grazing lands. The results of this study will be submitted to Congress in FY 1985, as required by PRIA.

The Federal Land Policy and Management Act of 1976 (section 307(b)) provides authority for BLM to enter into cooperative agreements for management, protection, development, and sale of public lands. This authority can be used by BLM to enter into agreements for the purpose of rangeland research with universities, colleges, land grant institutions, State agricultural experiment stations, and Federal laboratories having a demonstrated capacity to conduct rangeland research. The Federal Grant and Cooperative Agreement Act of 1977 established governmentwide criteria for selecting among a contract, cooperative agreement, or grant. The cooperative agreement is the appropriate vehicle where there will be a substantial involvement between BLM and the other party in the selection of the research topic, objectives and design and in the performance and analysis of the research project. Where it is cost-effective, BLM will continue to use this approach.

A total of \$126,000 in this subactivity will be used to support a share of BLM's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Grazing Management Program.

The workload accomplishments of the Grazing Management Program for FY 1983, FY 1984, and the FY 1985 Base levels of funding are displayed below:

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Increase (+) or Decrease (-)</u>
Grazing EIS's prepared	16	21	14	-7
Allotments receiving improvements ^{1/}	510	520	520	---
Allotments supervised	9,020	10,600	10,600	---
Allotments monitored	4,000	4,350	4,350	---
New AMP's written	344	250	250	---
Projects maintained	540	315	315	---
Land treatments maintained (acres)	4,400	7,200	12,400	+5,200
Leases/Permits issued	26,200	26,200	26,200	---
Inventory (million acres)	13.3	3.7	3.7	---
Weed control (projects)	5	5	5	---

^{1/} The data presented here show total accomplishments using the combination of of funding from Grazing Management in "MLR" and the Range Improvements Appropriation.

Decrease for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	32,238	28,438	- 3,800
(FTE-T)	(830)	(745)	(-85)

A decrease of \$3,800,000 and 85 FTE-T is proposed in the FY 1985 Estimate level of funding.

Through the implementation of the new Range Improvement and Grazing Management Policies, BLM is able to reduce expenditures in several areas.

The Range Improvement Policy assigns the responsibility for maintenance of range improvements to the primary beneficiaries of the improvements so that those receiving the benefits share in the cost. BLM will generally retain maintenance responsibilities only for nonstructural improvements. As a consequence of this policy, the number of projects maintained in FY 1985 has been reduced by 315 units with a decrease of \$800,000 from the FY 1985 base level.

On-the-ground range improvements will continue to be emphasized. However, increased emphasis on cost-effectiveness and encouragement of private cost sharing are estimated to reduce the need for appropriated funding by \$1,800,000 in FY 1985. The number of allotments to receive improvements funded with appropriated money will be reduced by 25.

The Grazing Management Policy, through the allotment categorization process, has enabled BLM to identify those allotments needing intensive management, and to establish priorities for preparing new Allotment Management Plans (AMP's). This has resulted in a reduction in the number of AMP's to be prepared in FY 1985 by 150 for a savings of \$500,000.

Also, ecological site inventories will be conducted on 3 million acres in FY 1985, a reduction of 700,000 acres from the base level. This level of inventory will enable BLM to correlate the vegetative inventory data with soils data, prepare land use plans and grazing EIS's, provide a baseline for monitoring, and make supportable rangeland resource decisions. However, the \$200,000 saved from reduced inventory work will be shifted to fund the need for monitoring on 350 additional allotments over the FY 1985 Base.

Additional savings amounting to \$400,000 are anticipated in the Grazing Management Program through improved coordination actions; e.g. preparing EIS's using the RMP process in lieu of doing MFP amendments. Approximately \$100,000 in grazing management funds will be used to support those portions of the planning process which specifically benefit the grazing program.

A decrease of \$100,000 is proposed in research and development. Research and development projects will be oriented to answering specific questions on range-land management matters. With some major projects nearing completion and no starts on new major projects, the decrease will have minimal impact on the program.

Funds are also included for continuation of coordinated noxious plant control program in five States. Federal action is necessary because several species of noxious weeds are growing on public lands and providing a seed source for private land. However, a lower level of Federal involvement will result in a savings of \$200,000 in FY 1985.

The following table summarizes planned program outputs:

<u>Workload Measure</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase(+) or Decrease(-)</u>
Grazing EIS's prepared	14	14	---
Allotments receiving improvements 1/	520	495	-25
Allotments supervised	10,600	10,600	---
Allotments monitored	4,350	4,700	+350
New AMP's written	250	100	-150
Projects maintained	315	---	-315
Land treatments maintained (acres)	12,400	12,400	---
Leases/Permits issued	26,200	26,200	---
Inventory (million acres)	3.7	3.0	-0.7
Weed control (projects)	5	5	---

1/ The outputs presented here show total accomplishments with a combination of funding from Grazing Management in "MLR" and the Range Improvements Appropriation.

Distribution of changes by object class

The object class detail for the proposed \$3,800,000 decrease is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	85	\$1,960,000
Personnel benefits		275,000
Travel and transportation of persons		165,000
Transportation of things		90,000
Rents, communications and utilities		120,000
Printing and reproduction		15,000
Other services		800,000
Supplies and materials		350,000
Equipment		25,000
TOTAL		\$3,800,000

Justification of Program and Performance

Activity: Renewable Resources Management
 Subactivity: Soil, Water and Air Management

(dollar amounts in thousands)

	1984	FY	FY	Inc. (+)	Inc. (+)
	Approp.	1985	1985	Dec. (-)	Dec. (-)
	<u>Enacted</u>	<u>Base</u>	<u>Estimate</u>	<u>from 1984</u>	<u>from Base</u>
	to Date				
Total Requirements \$	16,595	16,882	12,882	-3,713	-4,000
(FTE-T) (310)		(310)	(278)	(-32)	(-32)

Authorization

43 U.S.C. 1701, 1711 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> provides for management of public lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also provides for the preparation and maintenance of an inventory of public land resources and other values on a continuing basis and requires compliance with applicable State and Federal air and water pollution control laws.
43 U.S.C. 315 P.L. 73-482	The <u>Taylor Grazing Act of 1934</u>, as amended, provides for the study of erosion control and development of improvements necessary to maintain and increase water supply.
33 U.S.C. 404 P.L. 95-217	The <u>Clean Water Act</u>, as amended, requires BLM to participate with State and Federal water quality planning and permitting activities which requires exchanging data, resource planning, revising standards, and developing best management practices for the control of non-point source pollution.
43 U.S.C. 1901 <u>et seq.</u> P.L. 95-514	The <u>Public Rangelands Improvement Act of 1978</u> provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends of public rangelands. Improvements include any program to provide water, stabilize soil and water conditions and provide habitat for livestock and wildlife.
42 U.S.C. 201 P.L. 95-190	The <u>Safe Drinking Water Amendments of 1977</u> amended Section 2 of the Safe Drinking Water Act requiring compliance with all Federal, State, or local statutes for safe drinking water.

16 U.S.C. 2001
P.L. 95-192

The Soil and Water Resources Conservation Act of 1977 provides for the conservation, protection and enhancement of the Nation's soil, water, and related resources for sustained use.

42 U.S.C. 7401-7642
P.L. 95-95

The Clean Air Act of 1977, as amended, requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.

42 F.R. 26951
E.O. 11988

Executive Order 11988, Floodplain Management, May 24, 1977 provides for the restoration and preservation of natural and beneficial floodplain values on the public lands.

42 U.S.C. 6901
P.L. 94-580

The Resource Conservation and Recovery Act (RCRA) of 1976 authorizes EPA, by regulation, to manage hazardous wastes on active disposal operations. The Act waives sovereign immunity so Federal agencies are subject to all State and local requirements developed under EPA's guidelines.

42 U.S.C. 9601
P.L. 96-510

The Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980 provides for liability, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed of. Federal agencies are also expected to require cleanup by responsible parties or to use direct appropriations for this purpose.

Objectives

- ° To reduce soil erosion, minimize sedimentation and siltation, promote water infiltration on the public lands by increasing appropriate ground cover, and to ensure the stability and productivity of rangeland soils by developing 115 soil and watershed improvement projects and maintaining 200 others;
- ° To promote the availability of water of sufficient quantity and quality on public lands for basic multiple-use needs by preparing 1,200 appropriative water rights claims when necessary to comply with State law and McCarren-type adjudications;
- ° To manage floodplains to reduce the risk of flood loss, to minimize the impact of floods on human safety, health, and welfare, and to restore and preserve the natural and beneficial values of floodplains pursuant to Executive Order 11988;
- ° To protect public land groundwater recharge areas and preserve groundwater supplies and quality from indiscriminate use and contamination;
- ° To support multiple-use planning, development and management of public land resources by ensuring compliance with Federal, State, and local air and water quality standards and regulations in a practical, expeditious and environmentally sound manner;

- ° To provide soil, water, and air resource information and technical assistance to support BLM energy, minerals, forest, and rangeland management programs by inventorying 7 million acres for soil resources and 1.5 million acres for water resources;
- ° To conduct hazardous waste inventory on public lands included in 70.4 million acres of high priority areas in three or more States, and evaluate, characterize and rank public land sites on 1/3 of the area for hazardous waste risk level;
- ° Initiate clean-up action on at least two high priority hazardous waste sites on public lands; and
- ° To assess the significance of acid rain in the western United States relative to BLM decisions affecting energy and mineral development by operating acid rain monitoring stations as part of the National Acid Precipitation Assessment Plan.

Base program

The Soil, Water, and Air Management base funding level is \$16,882,000 and 310 FTE-T. The program supports other BLM resource programs, primarily through providing basic inventory and management recommendations for soil, water, and air resources. The program also includes monitoring, studies, and research to determine the effectiveness of BLM management programs on the public land airsheds and watersheds, and to determine if management actions and investments are achieving the intended objectives while meeting required air and water quality standards. Watershed planning, development and maintenance activities are conducted to protect or enhance the public land watersheds essential for natural protection from flooding, erosion, and air pollution, and for protection of water quality, yields and other values.

In most States BLM is the designated management agency responsible for implementing water quality management plans under Section 208 of the Clean Water Act to control non-point sources of pollution (runoff) from public lands. The program also assesses needs, develops plans, and implements watershed improvement projects to control erosion, runoff, flooding, salinity and water quality problems. Costs include the assessment, design, construction and maintenance of a variety of small structures, sediment and flood control dams, and land treatment measures. Maintenance funds are necessary to protect the Federal investment in about 20,000 erosion and water control structures.

Soil, water, and air inventories are used for developing land use plans and preparing EIS's, particularly those associated with grazing and energy-mineral development. These inventories support the formulation of land use plans and are a prerequisite to identifying management actions needed to reduce and control runoff, erosion, and pollution related to energy and mineral development, grazing, timber harvesting, etc.

Additionally, water inventories are being conducted to locate and quantify all water sources and associated uses on public lands. This inventory was initiated several years ago to satisfy the increased interest in documenting water uses and filing for appropriative water rights, to aid in adjudicating numerous water rights cases in the West and to fulfill the States' desire for quantification

of reserved Federal water rights. This same information is also necessary to comply with State water registration and filing requirements for beneficial uses of water on the public lands.

The air program provides technical assistance and climate and air quality data for oil shale and coal leasing EIS's, other energy and mineral development activities, prescribed fire and smoke management, and support to other Bureau programs including grazing management and planning. Increased use of prescribed fire in forestry and rangeland activities is requiring increased emphasis on air modeling for smoke management associated with prescribed burn planning, scheduling, and operations.

Bureau acid rain monitoring provides information in support of the National Acid Precipitation Assessment Program. As a member of the Interagency Task Force on Acid Precipitation, the Bureau will continue acid rain monitoring in the western United States. The air program budget includes an acid rain monitoring budget of \$80,000 as BLM's part of the National Acid Precipitation Assessment Plan, Deposition Monitoring.

A total of \$57,000 from this activity will be used to support a share of the BLM's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Soil, Water, and Air Management program.

The following table indicates program outputs for this activity occurring in FY 1983, FY 1984, and at the FY 1985 Base level.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Increase (+) or Decrease (-)</u>
Soils				
Inventory (million acres)	6.0	10.2	10.2	---
Studies/research (#)	40	25	25	---
Water				
Inventory (million acres)	17.4	2.5	2.5	---
Use inventory (# sources)	6,219	8,300	6,200	-2,100
Studies/research (#)	100	70	70	---
Monitoring (# stations/samples)	1,000	2,680	2,680	---
Water rights claims (#)	5,420	1,800	1,800	---
Air				
Inventory (# stations)	27	55	55	---
Studies/research (#)	12	12	12	---
Monitoring (# stations)	12	23	23	---
Smoke management (# burn plans)	20	25	25	---
Watershed				
Activity plans (#)	50	60	60	---
Monitoring (# stations)	220	220	220	---
Improvements (# projects)	130	130	130	---
Maintenance (# projects)	185	185	185	---
Dam safety (# rehabilitation projects)	10	10	15	+5

Decrease for FY 1985

	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Difference</u>
\$	\$16,882	\$12,882	-\$4,000
(FTE-T)	(310)	(278)	(-32)

The decrease of \$4,000,000 consists of several reduction items in the traditional Soil, Water, and Air Program offset by an increase of \$1,300,000 to implement a Hazardous Materials Management Program. The program changes are detailed below.

Soil inventory will be reduced by 2.4 million acres (to 7.8 million acres) for a savings of \$1,850,000. At this level, the amount of soil inventory will be adequate to meet the court-mandated grazing EIS schedule. Inventory efforts are continuing to decrease in FY 1985 compared to prior years as field offices complete their EIS data collection requirements. Savings of \$190,000 will be realized in the air quality program by reducing the number of studies supported from 12 to 10. The remaining air quality program operations will be continued to support other BLM resource activities. Participation in long-term inter-governmental (acid rain) programs will continue. The Clean Air Act is presently undergoing reauthorization; air training and policy will be developed to reflect those revisions pertinent to Bureau activities.

Savings of \$360,000 will be attained in funding for on-the-ground development of soil and watershed improvement projects. FY 1985 funds will be targeted to correcting unsafe or deteriorating watershed conditions, for protection of human health and property, and priority projects developed jointly with user groups. In general, the more expensive soil and water projects will be deferred in favor of completing smaller, less costly facilities.

Savings of \$2,900,000 will be achieved by reducing the amount of water inventory work by 1 million acres, reducing the intensity of water resource monitoring efforts, and by reducing the number of water rights claims filed with various State governments by BLM. At the 1985 Estimate level, BLM will conduct 1.5 million acres of water inventory in response to water rights adjudications scheduled by the States and will meet the most urgent on-the-ground implementation efforts (those affecting human health, safety and private property). Water quality and quantity will be monitored where high value resources need to be protected or where some critical problem needs to be corrected. The BLM will have adequate funding to file an estimated 1,200 water rights claims. Adjudications of claims are scheduled by the State governments, and many of the adjudications for FY 1985 have not yet been scheduled. The schedules could involve more claims; if so, BLM will ensure that the highest priority claims are filed to protect existing investments.

Hazardous Materials Management

In FY 1985 an increase of \$1,300,000 will be used to implement BLM's Hazardous Materials Management Program in response to requirements imposed by the Resource Conservation and Recovery Act (RCRA) of 1976, the Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980, and other acts which define BLM's role in managing hazardous materials on the public lands. As a "landowner" BLM can be held liable along with an "operator" (if known) for the cleanup of any hazardous material generated, stored, or disposed of on the public lands.

The program will initiate and coordinate a range of activities needed for the prudent management of hazardous wastes on public lands and the protection of public health and safety from the effects of hazardous materials (e.g., site inventory and ranking, scheduled cleanups, training and damage assessment) and ensure a Bureau policy of compliance with applicable Federal and State laws. Program emphasis in FY 1985 will be on developing program policies and procedures: finding, evaluating and initiating cleanup on the most pressing past problem sites; implementing systems to control current incidents; and developing procedures to reduce future risks and liabilities to the BLM in connection with routine Bureau operations or permitting actions.

Activities under the program will include inventories of a portion of the hazardous waste sites on the public land and the ranking of such sites preparatory to cleaning up high-priority sites (high production, population-at-risk, water supply, high-use zones). The estimated cost for this element is \$690,000 for FY 1985. The other \$610,000 will be used to develop Bureau operating procedures and policies for hazardous materials actions which might occur in conjunction with Bureau permitted activities such as minerals leasing, land use authorizations, or in trespass on public lands, such as illegal dumping. These funds will also be used to develop and conduct a hazardous materials safety training program for employees, to provide for program direction and implementation of Bureau policies on hazardous materials control, and to ensure compliance with the laws.

The following table indicates planned Soil, Water and Air Management Program outputs at the FY 1985 Estimate level compared to the Base.

<u>Workload Measure</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
Soils			
Inventory (million acres)	10.2	7.8	-2.4
Studies/research (#)	25	25	---
Water			
Inventory (million acres)	2.5	1.5	-1.0
Use inventory (# sources)	6,200	6,200	---
Studies/research (#)	70	70	---
Monitoring (# stations/ samples)	2,680	800	-1,880
Water rights claims (#)	1,800	1,200	-600
Air			
Inventory (# stations)	55	55	---
Studies/research (#)	12	10	-2
Monitoring (# stations)	23	23	---
Smoke management (# burn plans)	25	25	---
Watershed			
Activity plans (#)	60	35	-25
Monitoring (# stations)	220	200	-20
Improvements (# projects)	130	115	-15
Maintenance (# projects)	185	200	+15
Dam safety (# rehabilitation projects)	15	15	---
Hazardous Material			
Inventory (million acres)	---	70.4	+70.4
Cleanups initiated	---	2	+2

Distribution of change by object class

The object class detail for the proposed decrease of \$4,000,000 and 32 FTE-T is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	32	\$920,000
Personnel benefits		138,000
Travel and transportation of persons		96,000
Printing and reproduction		15,000
Other services		2,769,000
Supplies and materials		32,000
Equipment		<u>30,000</u>
Total		\$ 4,000,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Wildlife Habitat Management

(dollar amounts in thousands)

	1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements					
\$	13,515	13,805	11,705	-1,810	-2,100
(FTE-T)	(295)	(295)	(270)	(-25)	(-25)

Authorization

43 U.S.C. 1701, 1711 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> directs that the public lands be managed in a manner that will provide food and habitat for fish and wildlife. Section 201(a) provides for the preparation and maintenance of an inventory of public land resources on a continuing basis. Section 401(b)(1) authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement and management of wildlife habitat.
16 U.S.C. 715 P.L. 70-770	The <u>Migratory Bird Conservation Act of 1929</u> , as amended, and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.
16 U.S.C. 1531 <u>et seq.</u> P.L. 93-205	The <u>Endangered Species Act of 1973 (ESA)</u> , as amended, provides for the protection of endangered species and their habitats.
16 U.S.C. 670 <u>et seq.</u> P.L. 93-452	The <u>Sikes Act of 1974</u> , as amended, provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.
43 U.S.C. 315 P.L. 73-482	The <u>Taylor Grazing Act of 1934</u> , as amended, provides for wildlife management on public lands.
43 U.S.C. 1901 <u>et seq.</u> P.L. 95-514	The <u>Public Rangelands Improvement Act (PRIA) of 1978</u> directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values. The Act provides for on-the-ground funding of wildlife habitat protection, improvement and maintenance projects.

42 F.R. 26951
EO 11988

Executive Order 11988, Floodplain Management
(May 24, 1977) provides for the restoration and preservation of national and beneficial floodplain values on the public lands.

42 F.R. 26961
EO 11990

Executive Order 11990, Protection of Wetlands
(May 25, 1977) directs that wetland and riparian habitats on the public lands be identified, protected, enhanced, and managed.

Objectives

The objectives of the wildlife habitat management program in FY 1985 are to:

- o Complete wildlife habitat inventory and monitoring essential to resolving energy and minerals development, land sales, grazing, forestry, and other resource allocation issues identified in planning and environmental assessment work. This includes cooperation with State and other Federal agencies.
- o Comply with the statutory requirements of the Endangered Species Act (ESA) by implementing stipulations to avoid, where possible, impacts of proposed actions on threatened or endangered (T/E) species. This will be completed within 4 months of the initial determination that a proposed action may affect a T/E species.
- o Comply with the statutory requirements of Section 7 of the ESA by completing consultation with the Fish and Wildlife Service (FWS) within 6 months of initial determination that an action may affect a T/E species.
- o Comply with the statutory requirements of the ESA to provide for recovery of T/E species.
- o Comply with EO 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat. This will be completed within 4 months of the initial determination that a proposed action may affect wetland or riparian habitat.
- o Improve 1,780,000 acres of terrestrial habitat, 600 miles of aquatic habitat, 20,000 acres of wetland habitat, 375 miles of riparian habitat, and 2,210,000 acres and 140 miles of habitat for threatened and endangered species.
- o Maintain 800,000 acres of terrestrial habitat, 480 miles of aquatic habitat, 20,000 acres of wetland habitat, 240 miles of riparian habitat, and 300,000 acres and 200 miles of habitat for threatened and endangered (T/E) species.

Base program

The base program of \$13,805,000 and 295 FTE-T provides funds to manage wetland, riparian, aquatic, and terrestrial habitats for fish and wildlife species, and to protect and help bring about the recovery of T/E plant and animal species that occur on the public lands. Wildlife habitat inventory, monitoring, maintenance, improvement, planning, and environmental assessment are all part of, and essential to, a balanced program.

The Bureau's role is distinct from that of the FWS or the State wildlife agencies. State wildlife agencies manage resident wildlife species, usually by regulating hunting and fishing throughout the State and by preserving wildlife habitat on certain State-owned lands. Similarly, the FWS manages migratory species throughout the United States and controls habitat on refuges, which generally are managed for the single purpose of fostering wildlife. In contrast, the BLM does not regulate hunting or propagate species, but instead manages nearly 300 million acres of wildlife habitat on the public lands. Hundreds of resident, migratory, and T/E species depend on these habitats for food, water, and cover.

Since the BLM manages wildlife habitat, rather than directly managing species, units of accomplishment are recorded in terms of acres or miles of habitat managed rather than numbers of animals or species managed. The following table summarizes the extent of various types of wildlife habitat on public lands.

Types of Wildlife Habitat on the Public Lands

<u>Habitat Type</u>	<u>Acres (000)</u>	<u>Miles (000)</u>
Terrestrial	241,044	---
Aquatic	---	381
Wetland	27,509	---
Riparian	---	425
Lakes and Reservoirs	<u>3,097</u>	<u>---</u>
Total	271,650	806

Through the effects of its management decisions on these habitats, the BLM directly influences the numbers and kinds of wildlife species which inhabit the public lands. Public use of these lands for hunting, fishing, and non-consumptive enjoyment of wildlife is considerable. In 1981 (the most recent year for which data are available) there were an estimated 9.5 million consumptive user-days and approximately 6 million nonconsumptive user-days on the public lands. Harvest figures are summarized in the following table.

Estimated Wildlife Harvest Values on the Public Lands 1/

<u>Species/Use</u>	<u>Number Harvested</u>	<u>Harvest Value 2/ (\$000)</u>
Big Game	171,441	33,034
Upland Game	725,720	unknown
Waterfowl	172,740	unknown
Furbearers	68,080	N/A
Fishable Streams:		
Commercial	58,357,500 lbs.	116,715
Sport	4,943,000 lbs.	1,915

1/ Based on data for 1980.

2/ Estimated value of "meat-on-the-table."

BLM's job of habitat management in a multiple-use context is more complex than that of the FWS and the State wildlife agencies, which are dominant-use agencies whose paramount mission is the furtherance of the wildlife resource. As a multiple-use agency, the BLM must integrate all the developmental and protection needs and mandates relating to the public lands. Therefore, wildlife habitat management in the BLM is tempered by the needs of other resources.

The BLM wildlife program has two primary aspects. One is involvement in decisions concerning energy, minerals, lands, grazing, forestry, or other resource programs that have significant impacts on fish and wildlife habitat. Providing inventory data is a substantial aspect of this involvement; this data helps shape decisions in land-use planning efforts. Input also includes proposing stipulations or mitigation procedures to minimize adverse impacts to wildlife habitat. This meets Federal environmental review requirements so that public land resources can be developed, while ensuring that wildlife values and needs are identified and adequately provided for in resource development plans.

The second major aspect of the program, Habitat Management Plan (HMP) implementation, involves site-specific wildlife habitat maintenance and improvement. The HMP addresses the Bureau's responsibilities for habitat management as authorized by FLPMA, Endangered Species Act (ESA), National Environmental Policy Act (NEPA), Sikes Act, Public Rangelands Improvement Act (PRIA), and EO 11990. This ensures that the habitat needs of fish and wildlife populations are met through site-specific protection, enhancement, or maintenance of the habitat areas necessary to support them.

Because the BLM and State agencies have joint responsibilities for wildlife resources, the Bureau closely coordinates habitat management and development with State wildlife agencies. Approximately 90 percent of the HMP's implemented by the Bureau are cooperatively developed with State agencies under Sikes Act authority. Plans also are closely coordinated with other Federal agencies such as the Forest Service and FWS. This improves cost-effectiveness and ensures that common objectives are met.

The BLM continues to recognize the States' primary responsibility for the management of resident wildlife and encourages States and other primary beneficiaries to invest in wildlife habitat improvements on public lands. BLM is contacting wildlife agencies and interest groups to encourage increased support of wildlife habitat improvement and maintenance through contributions and donations of funds and time. In addition, recent changes in administrative provisions now allow BLM to pay costs incidental to the use of volunteers who serve without compensation. BLM estimates that State and local contributions could amount to \$500,000 in FY 1984 and FY 1985 if matching funds are available. Therefore, this amount has been identified within the requested funding levels for both years to be used as matching funds under the authority of the Sikes Act. The anticipated contributions and donations will supplement existing wildlife program capability.

BLM's base level for T/E species management is \$2,625,000. At this level, management consists of continued involvement in 25 recovery plans, habitat improvement on 2,210,000 acres and 140 miles of aquatic and riparian areas, habitat maintenance on 300,000 acres and 200 miles of aquatic and riparian areas, monitoring on 4,200,000 acres and 274 miles of aquatic and riparian areas, and inventory on 1,700,000 acres and 120 miles of aquatic and riparian areas.

A total of \$51,000 from the Wildlife Habitat Management subactivity will be used to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Wildlife Habitat Management program.

The following workload table compares planned accomplishments at the FY 1985 base level with accomplishments in FY 1983 and FY 1984. A more detailed breakdown of data will be presented starting in FY 1985. This is the result of recent changes in the Bureau's program tracking system for the terrestrial habitat category, which formerly also included acres of wetland habitat, and for the aquatic habitat category, which formerly included miles of riparian habitat. Specific workload measures for T/E species were not identified separately until FY 1984. Information concerning T/E Habitat Management for FY 1983 is included in the general habitat improvement, maintenance, monitoring, and inventory data.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Increase (+) or Decrease (-)</u>
<u>New HMP's Prepared (#)</u>	30	5	5	---
<u>Research Projects (#)</u>	7	4	4	---
<u>Studies (#)</u>	270	130	130	---
<u>Habitat Improvement</u>				
Terrestrial (000 ac.)	1,400	3,718	1,800	-1,918
(Wetland)			(20)*	
Aquatic (miles)	2,900	1,000	975	-25
(Riparian)			(375)**	
<u>Habitat Maintenance</u>				
Terrestrial (000 ac.)	1,000	597	820	+223
(Wetland)			(20)*	
Aquatic (miles)	3,500	700	720	+20
(Riparian)			(240)**	
<u>Habitat Monitoring</u>				
Terrestrial (000 ac.)	20,700	9,889	12,325	+2,436
(Wetland)			(25)*	
Aquatic (miles)	1,010	870	1,370	+500
(Riparian)			(500)**	
<u>Habitat Inventory</u>				
Terrestrial (000 ac.)	15,500	7,671	9,819	+2,148
(Wetland)			(19)*	
Aquatic (miles)	300	210	320	+110
(Riparian)			(120)**	
<u>T/E Habitat Management</u>				
Recovery Plans w/ BLM involvement	17	25	25	---
Improvement: (000 ac.)	***	2,188	2,210	+22
(miles)		160	140	-20
Maintenance: (000 ac.)	***	293	300	+7
(miles)		200	200	---
Monitoring: (000 ac.)	***	4,411	4,200	-211
(miles)		274	274	---
Inventory: (000 ac.)	***	2,535	1,700	-835
(miles)		65	120	+55

* Number of Wetland acres (000's) included in above total.

** Number of Riparian miles included in above total.

*** Separate data for T/E species not maintained during this FY.

Decrease for FY 1985

(dollars in thousands)

	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Difference</u>
\$	13,805	11,705	-2,100
(FTE-T)	(295)	(270)	(-25)

A decrease of \$2,100,000 and 25 FTE is proposed for FY 1985.

BLM is actively developing a program for shared management and funding of habitat maintenance and improvements from non-Federal sources. Included in the proposed funding level is \$500,000 to be used to match contributed funds.

Two areas have been identified as having the greatest potential for encouraging State, local, and private assistance in wildlife habitat management. They are:

1) A BLM/Forest Service initiative to encourage a Sikes Act user fee program administered voluntarily by each State to provide additional funds for public land habitat improvement projects.

Section 203 of the Sikes Act (16 U.S.C. 6701i) authorizes the State wildlife agency, in agreement with the Secretary of the Interior/Agriculture, to collect a fee for hunting, fishing, or trapping and use these monies for habitat conservation and rehabilitation programs. No Sikes Act user fees have been established on either the public lands or National Forests to date; however, a similar program, under different authority, has been in effect for several years on some National Forests in the Southeast. Under these other programs, wildlife agencies collect a fee for hunting and fishing on the National Forests and use the revenues for habitat management and improvement. A similar fee program also exists on the Kaibab National Forest in Arizona. These programs are working very well and are popular with the State and local sportsmen.

In an effort to encourage Western States to investigate the potential for a Sikes Act user fee, BLM and the Forest Service have been working with Western State wildlife agencies. Discussions were held at the annual meeting of the International Association of Fish and Wildlife Agencies in September 1983, and a BLM/Forest Service-sponsored demonstration tour of successful hunting fee areas in Virginia and South Carolina was held for Western State wildlife agency directors in November 1983. Additional discussions are scheduled in 1984.

Efforts to implement a Sikes Act user fee program depend on voluntary initiatives by individual States. We are encouraged by the willingness of various State wildlife agencies to constructively evaluate the potential for such a program.

2) Voluntary contributions of money, material, labor, or expertise from State, local, and private interests.

The BLM actively encourages voluntary contributions of money, material, labor, or expertise for public land habitat improvement. In the past, State wildlife agencies and organizations, other conservation groups, and public service organizations have assisted through a variety of volunteer efforts and cooperative agreements for shared management responsibility. In an effort to expand joint

efforts of this nature, BLM is providing direction to field offices for involvement of wildlife interests in the Cooperative Management Agreement (CMA) program. This program supplements existing cooperative efforts by encouraging specific, written agreements outlining wildlife habitat management, improvement, or project development in a specific area or areas.

Examples of some recent cooperative efforts of note include: a joint program with Ducks Unlimited for improvement of waterfowl habitat on public lands; a Bighorns Unlimited donation of \$27,000 to support bighorn sheep introduction in Nevada; development of several water catchments each year by the Arizona Desert Bighorn Sheep Society; the "Water for Wildlife" program with the One-Shot Antelope Foundation in Wyoming; contributions by the Colorado Division of Wildlife averaging approximately \$50,000 per year; cooperative anadromous fisheries projects with the Oregon Department of Fish and Wildlife, Rogue River Flyfishers, Northwest Steelheaders, International Paper Company, and the Menasha Corporation; contributions in California from the State, counties, private organizations, and individuals estimated to be over \$300,000 in FY 1983; and agreements with The Nature Conservancy for cooperative management of significant natural areas.

Approximately \$840,000 of the program decrease results from deferring the preparation of new HMP's and reducing the level of HMP implementation and maintenance on existing HMP's for non-critical areas. About \$100,000 of the decrease can be accomplished by reducing monitoring work on less critical habitats, about \$200,000 can be obtained from deferred maintenance of improvements, and \$700,000 from reduced needs for implementation of recovery plans for T/E species.

The remaining \$260,000 of the decrease will result from a reduction of 2,709,000 acres of terrestrial and wetland habitat inventory and 115 miles of aquatic and riparian inventory. The workload associated with the grazing EIS effort is tapering off, and a lower level of wildlife inventory associated with that effort is being conducted accordingly. Inventory and monitoring needed in conjunction with other major issues confronting BLM will continue to be conducted.

The wildlife program workload units at the FY 1985 Base and Estimate levels are shown in the following table.

<u>Workload Measure</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase(+) or Decrease(-)</u>
<u>New HMP's preparation (#)</u>	5	---	-5
<u>Research Projects (#)</u>	4	4	---
<u>Studies (#)</u>	130	130	---
<u>Habitat Improvement</u>			
Terrestrial (000 ac.)	1,780	872	-908
Wetland (000 ac.)	20	15	-5
Aquatic (miles)	600	480	-120
Riparian (miles)	375	272	-103
<u>Habitat Maintenance</u>			
Terrestrial (000 ac.)	800	750	-50
Wetland (000 ac.)	20	20	---
Aquatic (miles)	480	400	-80
Riparian (miles)	240	240	---

<u>Workload Measure</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase(+) or Decrease(-)</u>
<u>Habitat Monitoring</u>			
Terrestrial (000 ac.)	12,300	12,300	---
Wetland (000 ac.)	25	25	---
Aquatic (miles)	870	870	---
Riparian (miles)	500	500	---
<u>Habitat Inventory</u>			
Terrestrial (000 ac.)	9,800	7,100	-2,700
Wetland (000 ac.)	19	10	-9
Aquatic (miles)	200	130	-70
Riparian (miles)	120	75	-45
<u>T/E Habitat Management</u>			
Recovery Plans w/ BLM involvement	25	25	---
Improvement (000 ac.)	2,210	1,795	-415
(miles)	140	140	---
Maintenance (000 ac.)	300	150	-150
(miles)	200	200	---
Monitoring (000 ac.)	4,200	3,400	-800
(miles)	274	274	---
Inventory (000 ac.)	1,700	1,700	---
(miles)	120	120	---

Distribution of change by object class

The object class detail for the proposed decrease of \$2,100,000 and 25 FTE-T is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	25	\$575,000
Personnel benefits		80,000
Travel and transportation of persons		118,000
Transportation of things		50,000
Rents, communications and utilities		90,000
Other services		975,000
Supplies and materials		208,000
Equipment		4,000
Total		\$2,100,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Recreation Management

(dollar amounts in thousands)

		1984				
		Approp.	FY	FY	Inc. (+)	Inc. (+)
		Enacted	1985	1985	Dec. (-)	Dec. (-)
		To Date	Base	Estimate	from 1984	from Base
Cultural Resources						
Management	\$	4,605	4,737	4,187	-418	-550
	(FTE-T)	(120)	(120)	(110)	(-10)	(-10)
Wilderness						
Management	\$	7,239	7,193	6,152	-1,087	-1,041
	(FTE-T)	(110)	(110)	(90)	(-20)	(-20)
Recreation						
Resources	\$	6,516	6,688	5,738	-778	-950
Management	(FTE-T)	(170)	(170)	(145)	(-25)	(-25)
Total	\$	18,360	18,618	16,077	-2,283	-2,541
Requirements	(FTE-T)	(400)	(400)	(345)	(-55)	(-55)

Authorizations

43 U.S.C. 1701
et seq.
P.L. 94-579

The Federal Land Policy and Management Act of 1976

- identifies recreation as a major use of public lands;
- requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain public lands in their natural condition; and provision for outdoor recreation, human occupancy, and use of the public lands;
- provides for interim management of the California Desert Conservation Area and implementation of the Desert Plan;
- directs that areas of critical environmental concern be given priority in the inventory of public lands, in the development and revision of land use plans, and in applying special protective management;
- requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the public lands having wilderness characteristics and recommendations to the President by 1991 concerning their suitability or unsuitability for wilderness designation (Section 603(a)); and
- requires preparation and maintenance of an inventory of public land resources on a continuing basis.

16 U.S.C. 1242, 1243 P.L. 95-625	The <u>National Parks and Recreation Act of 1978</u> establishes a number of national historic trails which cross public lands.
16 U.S.C. 432 P.L. 59-209	The <u>Antiquities Act of 1906</u> establishes provisions for the protection of cultural resources on all Federal land. It also imposes penalties against those who excavate or appropriate these values without an antiquity permit.
16 U.S.C. 1271 P.L. 90-542	The <u>Wild and Scenic Rivers Act of 1968</u>, as amended, provides for the development and management of certain rivers under BLM's jurisdiction for recreational purposes.
16 U.S.C. 1241-1249 P.L. 90-543	The <u>National Trails System Act of 1968</u>, as amended, establishes a national trails system which includes 20 trail segments under BLM jurisdiction.
16 U.S.C. 460y P.L. 91-476 P.L. 95-352	The <u>King Range Act of 1970</u>, as amended, provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.
16 U.S.C. 1131 <u>et seq.</u> P.L. 88-577	The <u>Wilderness Act of 1964</u> provides for the designation and preservation of wilderness areas.
42 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The <u>National Environmental Policy Act of 1969</u> establishes the continuing responsibility of the Federal Government to improve Federal programs and resources to preserve important historic, cultural and natural aspects of our national heritage and to maintain an environment which supports diversity and variety of individual choice.
E.O. 11593	<u>Protection and Enhancement of the Cultural Environment</u> directs all Federal agencies to inventory their historic and archaeological resources and to protect those properties that have been nominated to the National Register of Historic Places.
16 U.S.C. 470aa, 470cc, and 470ee. P.L. 96-95	The <u>Archaeological Resources Protection Act (ARPA) of 1979</u> requires permits for excavation of sites and removal of artifacts provides protection of federally administered archaeological resources, and encourages increased cooperation among Federal and private interests to increase data on archaeological resources.
16 U.S.C. 470 P.L. 89-665	The <u>National Historic Preservation Act of 1966</u>, as amended, expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of approved actions on properties listed on or eligible for inclusion in the National Register of Historic Places.

16 U.S.C. 3101
et seq.
P.L. 89-665

The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 provides for the designation and conservation of certain public lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.

CULTURAL RESOURCES MANAGEMENT

Objectives

- ° Process applications, issue Antiquities Act/Archaeological Resources Protection Act (ARPA) permits to conduct archaeological investigations on public lands, and monitor approved activities;
- ° Provide appropriate levels of inventory and evaluation for all priority Bureau planning efforts; and
- ° Provide protection for the most valuable and most critically threatened cultural and natural history resources.

Base program

Base funding for the Cultural Resources Management program is \$4,737,000 and 120 FTE-T. The program provides protection and management for more than half of all the cultural resources administered by the Federal government. Several statutes require BLM to locate, evaluate, and manage cultural and scientific resources on lands it administers to prevent or minimize unnecessary damage and to accommodate appropriate use of those resources by the scientific community and the general public.

An estimated one-half million cultural resource properties are located on the public lands, including campsites of the hemisphere's earliest inhabitants, prehistoric ruins, aboriginal rock art, early wagon roads, abandoned military posts, and historic ghost towns. In addition, BLM lands contain some of the most valuable natural science resources found on the Federal lands. These include a wide variety of areas having ecological and geological importance. Through FY 1983, over 1,000 of the estimated 18,000 cultural properties identified as having characteristics qualifying them for inclusion in the National Register of Historic Places had been listed or formally determined eligible. Designated natural history resources on public lands now include 35 Research Natural Areas (RNA's), all or parts of 43 National Natural Landmarks (NNL's), one Experimental Ecological Reserve, and one International Biosphere Reserve.

Major problems in cultural resource management stem from the increasing interest in and commercial value of artifacts, which has given rise to a sophisticated supply network and lucrative black market. During FY 1982, the Bureau documented approximately 190 cases where pothunters had damaged cultural sites on public lands to obtain artifacts for either profit or private collections. In three cases, BLM was able to gather sufficient evidence to identify the perpetrators and prosecute them. Of the three prosecutions, only one, for destruction of prehistoric ruins in Arizona, was successful. Hundreds of additional sites, including significant ones such as Grand Gulch in Utah and Homolovi in Arizona, are currently threatened by

deterioration or are being subjected to vandalism.

The Bureau is attempting to curtail the illegal activities through an increased National public awareness program and by conducting patrol and surveillance activities. In several States, BLM has developed programs aimed at making the general public more aware of the adverse impacts resulting from the destruction of fragile artifacts reflecting our Nation's heritage.

In order to meet congressionally established responsibilities under the Archaeological Resources Protection Act (ARPA) and the Antiquities Act, the Bureau, in conjunction with the National Park Service, has implemented a comprehensive program designed to approve and monitor use permits. Once the final ARPA regulations become effective, the Bureau will seek a formal delegation of authority from the Secretary giving the BLM sole authority to issue permits for work on public lands.

The National Historic Preservation Act (NHPA) charges BLM with the responsibility of taking into account the effects of Federal undertakings on archaeological and historic sites. The Bureau has, therefore, developed a tiered inventory system to identify and evaluate properties. This system includes three classes of inventory: Class I, which is essentially a review and synthesis of existing information; Class II, which is a sample-type inventory used to characterize the nature and distribution of sites within a large area; and Class III, which is an intensive inventory designed to document surface archaeological and historic features of sites. Proposed program regulations that emphasize BLM's site evaluation system rather than criteria for National Register determinations have been drafted. These regulations will eventually allow BLM more flexibility in categorizing sites by their management, interpretative, or scientific importance.

The program is also responsible for identification, evaluation, nomination, designation, protection, and scientific user services for RNA's, Experimental Ecological Reserves, NNL's and Biosphere Reserves. To avoid duplicate efforts and to ensure that investments are made only in the most scientifically valuable natural areas, these activities are coordinated with State natural area programs, The Nature Conservancy, State Natural Heritage Programs, other Federal agencies, and UNESCO's Man and the Biosphere Program.

The Bureau will continue to maintain its efforts to comply with ARPA and the Antiquities Act by reviewing and issuing permits. The overall number of permits issued and work authorizations approved will remain the same at the base level, but permit related monitoring will be decreased.

Funding for protection efforts will include the following identified critical areas:

Homolovi Ruin, Arizona: This large site, currently being monitored by BLM, has been subjected to severe vandalism. The Bureau has undertaken cooperative efforts with State and local jurisdictions to provide increased protection for this well-publicized site.

Anasazi Heritage Center, Colorado: BLM, in cooperation with the Bureau of Reclamation, has established an interpretive center, undertaken stabilization of sites, and provided monitoring and surveillance efforts in southwest Colorado. The construction of the heritage center by the Bureau of Reclamation and protection of the sites have received support from the local communities.

Twin Angels and Candelaria-Las Ventana, New Mexico: These two sites are Chacoan outliers identified in the Chaco National Historic Park legislation enacted in 1980. Both have been identified as being in need of protective work.

Fort Craig, New Mexico: BLM will begin urgently needed stabilization work and develop interpretive services to enhance the visitor experience.

Grand Gulch, Utah: Thousands of archaeological sites have been identified in this National Register area in southern Utah. The Bureau has maintained a monitoring and patrol program in the area to prevent destruction of these resources.

A total of \$18,000 from this program will be used to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Cultural Resources Management program.

Planned program outputs in Cultural Resources Management in FY 1984 and at the base level are as follows:

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Inc. (+) or Dec. (-)</u>
Cultural Use Permits Issued (#)	377	340	340	---
Class I Overview Studies/Revisions	30	22	25	+3
Class II Inventory (000 acres)	140	130	130	---
Class III Inventory (000 acres)	38	25	25	---
Major Protection Projects (#)	32	53	55	+2
Interim Protection Projects (#)	58	190	190	---
Cultural Resource Mgmt. Plans' (#)	28	40	36	-4
Natural Diversity Data Management (# projects)	21	9	9	---
Natural History Sites Evaluated/ Established (#)	49	19	19	---
Natural History Sites Managed (#)	71	58	58	---

Decrease for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	4,737	4,187	-550
(FTE-T)	(120)	(110)	(-10)

The program decrease of \$550,000 and 10 FTE-T's will be accomplished by taking the following actions:

- Defer the preparation of four cultural resource management plans in the California Desert District. Funding will focus on continuing interim protection for these sites until plans have been implemented for more critically-affected areas.

- Defer revision and update of 10 Class I inventories. These CRM overviews/ information base updates will be postponed while program funding is used for compliance with the National Historic Preservation Act, ARPA, and important protection work.
- Target funding of protection work to those sites where it is needed to maintain existing program commitments and to areas with high public visibility and interest.
- Reduce the Level of Class II inventory by 40,000 acres for Bureau planning efforts. Reliable data will be generated from smaller sample areas and for projects where the Class I data is current and satisfactorily assembled.

<u>Workload Measure</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
Cultural Use Permits (#)	340	340	---
Class I Overview Studies/Revisions (#)	25	15	-10
Class II Inventory (000 acres)	130	90	-40
Class III Inventory (000 acres)	25	25	---
Major Protection Projects (#)	55	47	-8
Interim Protection Projects (#)	190	180	-10
Cultural Resource Mgmt. Plans	36	32	-4
Natural Diversity Data Management (# projects)	9	9	---
Natural History Sites Evaluated/ Established (#)	19	19	---
Natural History Sites Managed (#)	58	58	---

Distribution of change by object class

The object class detail for the proposed decrease of \$550,000 and 10 FTE-T is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	10	\$254,000
Personnel benefits		38,000
Travel and transportation of persons		15,000
Transportation of things		8,000
Printing and reproduction		40,500
Other services		144,500
Supplies and materials		45,000
Equipment		<u>5,000</u>
Total		\$550,000

WILDERNESS MANAGEMENT

Objectives

- ° Conduct interim management on wilderness study areas, pending completion of wilderness environmental impact statements (EIS's)/ wilderness study reports (WSR's) and suitability recommendations;

- ° Complete 13 WSR's on 75 WSA's covering about 2 million acres;
- ° Continue progress on the accelerated planning-EIS schedule, including:
 - 4 Wilderness Preliminary Final EIS's (PFEIS's) based on Management Framework Plan (MFP) Amendments
 - 1 Wilderness Draft EIS (DEIS) based on MFP Amendments
 - 2 Wilderness PFEIS's based on transition MFP's
 - 5 Wilderness PFEIS's based on Resource Management Plans (RMP's)
 - 8 Wilderness DEIS's based on RMP's
 - 3 Wilderness DEIS's based on Statewide studies, and
 - 13 WSR's associated with PFEIS's
- ° Prepare PFEIS/WSR supplements based on results from completed U.S. Geological Survey (USGS)/Bureau of Mines (BM) mineral surveys;
- ° Provide management of BLM wilderness areas designated by Congress; and
- ° Coordinate with the USGS and BM on mineral surveys conducted in support of the wilderness program. All new starts will be made on suitable study areas Bureauwide.

Base program

Base funding for the Wilderness Management Program is \$7,193,000 and 110 FTE-T. The program consists of five elements: (1) inventory, (2) study, (3) interim management, (4) reporting/recommendation, and (5) wilderness management. These elements are described in detail below:

Inventory

Wilderness inventory in the Western States (excluding Alaska), was completed in November 1980. Of the approximately 174 million acres inventoried, 150 million acres were found to lack wilderness characteristics and were released from further wilderness review. Some 24 million acres in 930 separate tracts were identified as wilderness study areas. A comprehensive list of wilderness study areas was published in the Federal Register on December 27, 1983.

Study

Study efforts are expected to reach a peak in FY 1984 and begin to taper off in FY 1985. The studies evaluate all potential resource values and uses. On the basis of these studies, BLM develops recommendations for the Secretary on the suitability or unsuitability of each WSA for inclusion in the National Wilderness Preservation System. The study process is integrated with BLM's planning system, and workloads are determined by the land-use planning schedule. Although FLPMA does not require all studies to be completed until 1991, BLM has accelerated the study process and established an FY 1986 target date for the completion of all studies.

In addition to the overall wilderness review, FLPMA required the Secretary of the Interior to make recommendations to the President on some 55 areas (referred to as "instant study areas") formally identified prior to November 1, 1975, as natural or primitive areas. Most of these studies have been completed. On September 13, 1982, the Secretary recommended and the President

concurrent and transmitted to Congress the recommendation of Arizona's Aravaipa Canyon Primitive Area as the first wilderness area to be designated under FLPMA.

Recommendations on 37 other natural and primitive areas were under administrative review as of December 31, 1982. Studies of the remaining 16 natural and primitive areas have been integrated with studies of contiguous wilderness study areas scheduled between 1984 and 1986.

Preliminary recommendations in the approved California Desert Plan were that some 2.1 million acres were suitable for wilderness designation and 3.5 million were not suitable. Mineral surveys are now being conducted for the suitable areas by USGS and BM.

BLM's wilderness review responsibility in Alaska was modified by the Alaska National Interest Lands Conservation Act of 1980, which exempted BLM lands in Alaska (including Halibut Cove) from wilderness review. An exception to this exemption was the statutory direction to conduct a wilderness review on approximately 4.5 million acres in the Central Arctic Management Area by December 1988. A cursory inventory was completed in FY 1982, and any further wilderness study awaits final selection of lands by Native Alaskans.

Wilderness study areas will be evaluated in detail to determine whether they are suitable for preservation as wilderness areas or should be managed for nonwilderness uses. BLM's wilderness studies are guided by the Wilderness Study Policy, published in the Federal Register on February 3, 1982. The document contains planning criteria being used to develop recommendations on the suitability or unsuitability of wilderness study areas for wilderness designation.

Certain data about geology, energy and other mineral (GEM) resources within WSA's are used to analyze the values in each WSA during the study process. To provide this information to managers, BLM initiated a GEM resource assessment system. The GEM is a two-phased minerals inventory process designed to update and include minerals information in wilderness suitability recommendations. If Phase 1 data are sufficient, detailed sampling conducted in Phase 2 is not necessary. The GEM assessments should not be confused with mineral surveys statutorily required by FLPMA on areas tentatively recommended as suitable for wilderness designation. In FY 1984 Phase 2 GEM assessments will be completed on about one million acres within WSA's. The data will be used during the wilderness study process to more accurately reflect the mineral resources within each WSA. No GEM assessments are scheduled in FY 1985 since the most significant resource conflicts between wilderness values and energy development will have been resolved by the end of FY 1984.

Interim Management

Section 603(c) of FLPMA also requires BLM to manage areas under wilderness review to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect the existing wilderness values, maintain valid existing rights, and allow "grandfathered" mining, mineral leasing, and grazing activities to continue until final wilderness suitability determinations have been made. Special emphasis has been placed on the monitoring of ongoing actions within wilderness study areas to ensure that wilderness values are not impaired or unnecessarily degraded.

In December 1982 the Secretary directed that there be no mineral leasing or permitting in BLM wilderness study areas until action is taken on their status, while recognizing valid existing rights. This policy was made a matter of law in the FY 1984 Appropriations Act for Interior and Related Agencies.

Reporting/Recommendation

Based on study results, including results of mineral surveys on areas to be recommended as suitable, the Secretary of the Interior reports his wilderness suitability recommendations to the President. FLPMA requires that the Secretary submit all reports to the President not later than October 21, 1991. Only Congress can designate an area for inclusion in the National Wilderness Preservation System.

Wilderness Management

Management of any BLM-administered lands designated by Congress as wilderness will be guided by the Wilderness Management Policy, published in final form in the Federal Register on September 24, 1981. Proposed rulemaking for establishing procedures for the areas designated was published on June 14, 1983 (48 FR 27366).

Six units of public lands administered by BLM have been designated as wilderness as an outgrowth of other agencies' wilderness reviews. Four of these units are contiguous to national forest lands designated as wilderness, and administration of all these wilderness areas was assigned to the Forest Service (FS) by Congress. In the fifth unit, the Oregon Islands, 108 acres were transferred to the U.S. Fish and Wildlife Service on July 22, 1982, leaving one five-acre island administered by BLM. The sixth unit is the Beartrap Canyon Unit of the Lee Metcalf Wilderness Area in Montana, which is managed by BLM. These six units are listed in the following table:

Wilderness Name and State	Year Designated	Public Law No.	Administering Agency	Acres
Weminuche, Colorado	1974	93-632	FS	200
Santa Lucia, California	1978	95-237	FS	1,733
Wild Rogue, Oregon	1978	95-237	FS	10,160
Oregon Island, Oregon	1978	95-450	BLM	5
River of No Return, Idaho	1980	96-312	FS	720
Beartrap Canyon Unit, Lee Metcalf Wilderness Area, Montana	1983	98-140	BLM	6,000
Total				18,818

The base program for FY 1985 reflects a shift of \$159,000 to the Office of Aircraft Services in the Office of Secretary for charges relating to the use of aircraft in the program. Also, a total of \$28,000 from this program will be used to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Wilderness Management program.

Workload changes in the FY 1985 base level reflect the phasing-in of the RMP process in the planning system. Fewer MFP amendments and MFP transition EIS's are required, while the number of WSA's to be covered by RMP's will increase. The decrease in the number of studies and GEM assessments required in FY 1985 allows more activity plans to be prepared at the base level. The following will be accomplished at the FY 1985 base level:

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Increase(+) or Decrease(-)</u>
<u>Planning Studies</u>				
MFP Amendments:				
DEIS's	6	7	1	-6
PFEIS's/WSR's	10	4	4	---
Statewide Wilderness Studies:				
DEIS's	---	---	3	+3
PFEIS's/WSR's	---	---	---	---
MFP-Transition EIS's:				
DEIS's	3	5	---	-5
PFEIS's/WSR's	7	3	2	-1
Resource Management Plans:				
DEIS's	5	5	8	+3
PFEIS's/WSR's	---	6	5	-1
Joint Studies Completed	---	1	2	+1
Wilderness Study Reports	17	13	13	---

Management

Interim:				
IMP's (000 acres)	24,000	22,800	22,800	---
Designated Wilderness:				
Draft Management Plans	---	4	4	---
Areas Managed	---	2	2	---
BLM GEM Assessments (000 acres)				
Phase 2	2,500	1,000	---	-1,000

Decrease for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	7,193	6,152	-1,041
(FTE-T)	(110)	(90)	(-20)

The decrease of \$1,041,000 and 20 FTE's for FY 1985 results from the decline in wilderness study efforts which reach their workload peak in FY 1984. In terms of acreage, studies will be completed on 75 percent of the wilderness study areas by the end of FY 1984. By the end of FY 1985, 90 percent of the acreage will have been studied. Printing of the PFEIS's/WSR's for the three Statewide studies previously scheduled for completion in FY 1985 will be completed in FY 1986.

Accomplishments at the FY 1985 Estimate level are:

<u>Workload Measure</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
<u>Planning Studies</u>			
MFP Amendments:			
DEIS's	1	1	---
PFEIS's/WSR's	4	4	---

<u>Workload Measure</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
<u>Planning Studies (Cont.)</u>			
Statewide Wilderness Studies:			
DEIS's	3	3	---
PFEIS's/WSR's	3	---	-3
MFP-Transition EIS:			
DEIS's	---	---	---
PFEIS's/WSR's	2	2	---
Resource Management Plans:			
DEIS's	8	8	---
PFEIS's/WSR's	5	2	-3
Joint Studies Completed	2	2	---
Wilderness Study Reports	13	8	-5
<u>Management</u>			
Interim:			
IMP's (000 acres)	22,800	22,800	---
Designated Wilderness:			
Draft Management Plans	4	3	-1
Areas Managed	2	2	---
BLM GEM Assessments (000 acres)			
Phase 2	---	---	---

Distribution of change by object class

The object class detail for the proposed decrease of \$1,041,000 and 20 FTE-T is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	20	\$515,000
Personnel benefits		72,000
Travel and transportation of persons		20,000
Printing and reproduction		309,000
Other services		55,000
Supplies and materials		60,000
Equipment		<u>10,000</u>
Total		\$1,041,000

RECREATION RESOURCES MANAGEMENT

Objectives

- ° Maintain use supervision and visitor assistance efforts in 15-20 of the Bureau's most intensively used and nationally significant recreation management areas;
- ° Facilitate private sector use of public recreation resources and provide revenues to the Federal Government by issuing special

recreation permits to commercial recreation and tourism organizations operating in heavily used areas of the public lands;

- ° Focus recreation planning efforts on 24 of the most essential areas; and
- ° Place increased reliance on volunteer efforts, contributed funds, and cooperative management agreements.

Base program

Base funding for the Recreation Resources Management program is \$6,688,000 and 170 FTE-T. Recreation management on the public lands is focused on the approximately 5 percent of these lands (150 areas) where more intensive recreational use requires Bureau involvement through direct supervision of recreational use activities or requiring permits for recreational operations. This phase of the program includes management of 12 national wild and scenic rivers; 20 designated recreational, historic, and scenic trails; the White Mountains National Recreation Area; and major portions of the California Desert, King Range, and Steese National Conservation Areas. Other intensively used areas include white-water rivers and designated ORV areas.

On the bulk of the public lands, the Bureau only needs to facilitate those extensive recreation uses such as hunting, fishing, rockhounding, four-wheeling, camping and other back country activities through the provision of basic information on the availability of the public lands for these activities and through issuing permits for commercial recreation and tourism operations. Where sites and services are more significant on a local rather than a national basis, the Bureau will continue efforts to evaluate and seek shared management responsibility, transfer, or termination of its role in providing such facilities or services.

Issuance of permits to private individuals, commercial operators and concessionaires is one of the major ways in which the Bureau makes recreation opportunities available to the public. This is an essential function because it aids resource protection, especially in the heavily used areas. However, without commercial outfitters to provide this service to people who lack equipment and "know how" to function in wild environments, many public land recreation opportunities would truly be "locked-up" to major segments of society. Also, permits facilitate major economic returns to communities and regions, especially around major Western rivers and in the California Desert and Las Vegas areas. Outfitters and guides alone contribute \$50-60 million annually to the economy of every Western State, with a major segment of this value arising from recreational activities involving BLM-administered lands. Issuance of permits also provides a monetary return to the Government for the use of its recreation resources and facilities and exceeds the cost of administering the permit procedures.

A total of \$25,000 from this program element will be used to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Recreation Resources Management program.

The following workload table compares planned accomplishments for FY 1984 and the FY 1985 Base.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Increase (+) or Decrease (-)</u>
Use Supervision/Public				
Information (# FTE workyears)	51	55	52	-3
Permit Management (# permits)	6,300	6,600	8,200	+1,600
Activity Planning (# areas)	26	28	34	+6

Decrease for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	6,688	5,738	-950
(FTE-T)	(170)	(145)	(-25)

The decrease of \$950,000 and 25 FTE-T's is possible by postponing the initiation or revision of recreation activity plans for 18 lower priority areas, by limiting patrol in low use portions of the California Desert and Las Vegas Districts, and by reducing permitting operations on lower priority areas Bureauwide. Essential management will be maintained in the highest priority recreation management areas. BLM will also actively seek opportunities to have State and local government, as well as the private sector, cooperate with the Bureau to manage the recreation use on those recreational areas and sites which largely benefit local communities or users.

The following is a comparison of planned workloads for the FY 1985 Base and the FY 1985 Estimate.

<u>Workload Measure</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
Use Supervision/Public			
Information (# FTE workyears)	52	43	-9
Permit Management (# permits)	8,200	6,000	-2,200
Activity Planning (# areas)	34	16	-18

Distribution of change by object class

The object class detail for the proposed decrease of \$950,000 and 28 FTE-T is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	28	\$700,000
Personnel benefits		98,000
Travel and transportation of persons		17,000
Printing and reproduction		10,000
Other services		100,000
Supplies and materials		20,000
Equipment		5,000
Total		<u>\$950,000</u>

Justification of Program and Performance

Activity:	Renewable Resources Management
Subactivity:	Fire Management

(dollar amounts in thousands)

		1984				
		Approp.	FY	FY	Inc. (+)	Inc. (+)
		Enacted	1985	1985	Dec. (-)	Dec. (-)
		<u>To Date</u>	<u>Base</u>	<u>Estimate</u>	<u>from 1984</u>	<u>from Base</u>
Total Requirements	\$	7,446	7,490	7,490	+44	---
	(FTE-T)	(145)	(141)	(141)	(-4)	(---)

Authorization

43 U.S.C. 1748 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> provides for protection of public lands and resources from destruction by fire.
16 U.S.C. 594 P.L. 67-315	The <u>Timber Protection Act of 1922</u> provides for mutual aid in fire protection.
42 U.S.C. 1856	The <u>Reciprocal Fire Protection Agreement Act of 1955</u> provides authority for mutual aid in fire protection.

Objectives

The Normal Fire Year Plan (NFYP) presents program objectives and resource requirements for both the Fire Management and the Firefighting and Rehabilitation programs to implement wildland fire protection and emergency pre-suppression actions by the Bureau. The following objectives are reflected in the NFYP:

- ° Provide the optimum mix of trained personnel, logistical support, and communication systems in order to minimize the overall cost of wildfire in dollars, resources lost, and loss of life.
- to reduce the number of fires that burn more than 10 acres from an annual average of 375 to an annual average of 200 in order to realize the maximum acreage loss of 380,000 acres that can be consumed without disrupting resource utilization and management;
- to prevent an increase in the number and intensity of person-caused fires;
- to provide mutual assistance to other Federal and State agencies when wildland fires escape their initial control efforts;
- to cooperate with other fire agencies to develop mutually-beneficial fire management systems;
- to detect potential lightning fire areas and disseminate the information to 52 field office locations to expedite fire suppression force deployment. Forces will be deployed so initial attack can be made within 30 minutes of the reported lightning fire;

- to deploy smokejumpers during the strength of force (SOF) emergency presuppression period in Alaska and in the Great Basin, and to follow lightning storm paths as displayed on the automatic lightning detection system in order to move firefighters to remote fires in Colorado, Utah, Nevada, and Alaska before the fires reach 10 acres in size;
 - to have 417 ground tanker crews trained and deployed during the SOF period to initially attack more than 1,800 fires in Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, and Wyoming. Annually, this requires 2,000 seasonal firefighters who must be hired, trained, and equipped to fight 2,500 fires; and
 - to develop a two-fold prevention program in the districts and States to reduce the number of person-caused fires and person-caused disaster fires by 10 percent annually.
- ° Provide the technology to use fire as a tool to enhance resource management, including developing and implementing the following:
- timber residue burning plans;
 - watershed, grazing, and wildlife improvement burning plans; and
 - hazard reduction burn plans.

FY 1985 program

The program level for the Fire Management Subactivity is \$7,490,000 and 141 FTE-T in both the FY 1985 base and the FY 1985 estimate.

The Fire Management Subactivity is one element of a two-pronged effort in BLM's wildfire suppression program. The Fire Management Subactivity covers that portion that provides program management, equipment and information, and is consistent from year-to-year. The other prong is the "Firefighting and Rehabilitation" activity which covers the fire presuppression, firefighting, and rehabilitation expenditures that depend on the actual occurrence and severity of fires during the fire season and varies from year-to-year.

The Fire Management program shares the basic BLM purpose of protecting and enhancing the natural resources of the public lands to preserve their capability to meet the resource requirements of the Nation. Specifically, BLM is responsible for protecting property and natural resources on 402 million acres of public land managed by BLM and certain other agencies from the destructive effects of wildfire, and for ensuring that any "prescribed burning" designed to accomplish a variety of resource objectives is conducted safely and controlled.

BLM carries out its responsibilities on lands administered by it and other Federal, State, and private agencies by providing direct suppression; by arranging cooperative protection exchanges with the Forest Service, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and some State agencies; and by contracts with State and Federal agencies for approximately 6 million acres.

BLM also operates a large fire support center at Boise, Idaho in cooperation with the Forest Service and other Interior agencies. This center, the Boise Interagency Fire Center (BIFC), provides logistic support by mobilizing and coordinating movement of fire suppression resources when the local capability is exceeded and the local agency requests assistance. Also housed at BIFC is the National Fire Radio cache and the BLM fire training development center.

During FY 1983, 2,632 fires burned over 1,017,203 acres. During the mid-1960's and early 1970's, BLM pursued a course which emphasized the need to increase efficiency in combating the "disaster fire." The culmination of this effort was achieving full operation of the Boise Interagency Fire Center. By 1972, BLM had modified its priorities and had begun to increase its detection and initial attack capability. Full implementation of the Normal Fire Year Plan and the Initial Attack Management System is now projected for the mid-1980's.

A total of \$33,000 in this subactivity will be used to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Fire Management program.

Alaska Fire Program

The passage of the Alaska National Interest Lands Conservation Act (ANILCA) transferred large portions of the lands currently administered by BLM to other Interior agencies. BLM has continued to provide the major fire suppression effort for all lands in Alaska, including some State and private lands, since BLM was already maintaining a large fire organization to accomplish its mission prior to ANILCA. The Alaska Native Claims Settlement Act (ANCSA) also specified that the Federal government would provide fire suppression for native selected lands until such lands produce "substantial revenues."

BLM provides fire protection to all Department of Interior lands in Alaska and to applicable native lands transferred under the Alaska Native Claims Settlement Act; this amounts to 197 million acres. In FY 1984, fire protection for all Department of Interior lands in Alaska will be funded from BLM appropriations, and a cost accounting will be performed to determine the applicable costs for each agency.

Prescribed Fire

Fire, which is a relatively inexpensive and natural method of vegetative manipulation, is being used more frequently for resource management due to restrictions placed on some other methods.

The fire management program is being accelerated to provide for the use of fire as a tool to modify vegetation to enhance wildlife habitat, improve range forage composition, watersheds, and remove harvest residue, as well as many other applications.

In order to achieve resource management objectives with fire, individual plans must be developed for each fire which will provide the desired results yet accomplish the burn under controlled conditions. This planning effort is time consuming and requires an extensive background in fire control as well as a background in fire effect on natural resources.

The priority accomplishments planned at the base funding level are as follows:

- ° Fire management officers will provide fire application assistance for prescribed burn projects on about 60,000 acres;
- ° The fire forces will be trained, equipped and dispatched for planned control of about 2,500 fires;
- ° BLM will operate and maintain its share of the BIFC programs in fire preparedness, logistical support, training and communications;
- ° Phase I of the three-phase, Initial Attack Management System (IAMS) will be operational; and
- ° The policies of Secretarial Order No. 3077 (which required BLM to provide fire protection to all Department of the Interior agencies in Alaska and to applicable ANCSA lands) will be implemented in Alaska to the extent of providing the core organization and support facility. No additional funds are necessary to implement this order.

Initial Attack Management System

In its report on FY 1984 Appropriations, the Senate Subcommittee on Interior Appropriations expressed concern that further deferral of the implementation of the automatic lightning detection system (ALDS), the remote automatic weather stations (RAWS), and the initial attack management system (IAMS) might expose BLM's and other public lands to an additional risk from wildfires. Further, the Committee directed BLM to submit, with the FY 1985 Budget, detailed cost and schedule information on the ALDS, the RAWS, and the IAMS.

Deferring the next phase of implementation will not expose BLM and other lands to an additional risk from wildfires. Continued deferment of the other phases of the system will result in less than effective use of the partially-completed system and forego the overall efficiencies and further reduction of risks planned in the total system design.

The IAMS technology allows the fire suppression organization to locate suppression forces in areas having a high potential for fire ignitions, and to deploy the most effective suppression force in short time periods to most economically meet the threat of a fire start and spread. The IAMS system provides decision-makers with the accurate location of lightning strikes (ALDS); the weather conditions (RAWS); the vegetative condition of the fuel in the strike area, the calculated survival of a fire start; and the spread rate and predicted fire intensity.

The total cost of developing and installing the IAMS is estimated at \$4.9 million and is detailed as follows:

* 1 central computer with facilities conditioning	\$1,085,000
* 22 graphics terminals	352,000
* 200 Remote Automatic Weather Stations	2,355,000
* Fuels mapping from Landsat	800,000
* Personnel-11 FTE to install and maintain	308,000
	\$4,900,000

BLM has adopted the IAMS system and has programmed implementation in the following three phases:

Phase One Cost and Schedule Information:

BLM received funds in FY 1983 for the installation of Phase One, as follows:

* Purchase of central computer with required facilities conditioning.....	\$1,085,000
* Purchase of graphics terminals for field offices.....	352,000
* Purchase of Remote Automatic Weather Stations.....	105,000
* Fuels mapping from Landsat.....	100,000
* Personnel-11 FTE to install and maintain.....	<u>308,000</u>
Total FY 1983.....	\$1,950,000

The completion of Phase One will allow efficient handling of current ALDS data and provide for the automated handling of limited RAWS data to determine fire probability and distribute the information to the various field offices. This phase will be operational in early FY 1984.

Phase Two Cost and Schedule Information:

Deferring implementation and funding of Phase Two until the outyears will provide an opportunity to gain more operational experience with Phase One. Detailed costs are as follows:

* Purchase of Remote Automatic Weather Stations...	\$2,000,000
* Fuels mapping from Landsat.....	<u>500,000</u>
Total Phase Two.....	\$2,500,000

Additional remote automatic weather stations will be purchased in Phase II, and more fuels data will become available.

Phase Three Cost and Schedule Information:

Implementation and funding of Phase Three will follow Phase Two in the outyears. Detailed costs are as follows:

* Purchase of Remote Automatic Weather Stations ..	\$ 250,000
* Fuels mapping from Landsat.....	<u>200,000</u>
Total Phase Three.....	\$ 450,000

Phase III will complete the RAWS network and provide for comprehensive fuels inventory data for all of the 11 Western States and Alaska. The Bureau will have the capability to provide and apply fire probability analysis including fire survival, spread rate and predicted fire intensity to the field offices. In addition, automated fire logistics and dispatch decision data can be provided through the initial attack management automated network.

Activity Summary

Activity: Planning and Data Management

<u>Subactivity</u>	(Dollars in thousands)					Increase (+) or Decrease (-) 1985 Est. over 1985 Base
	<u>FY 1983 Actual (B.A.)</u>	<u>FY 1984 Approp. Enacted</u>	<u>FY 1984 Revised Estimate</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	
Planning	\$ 8,704	\$ 8,891	\$ 8,891	\$ 9,121	\$ 8,471	\$ -650
Data Management	12,932	13,914	13,914	14,163	13,738	-425
Total	21,636	22,805	22,805	23,284	22,209	-1,075

Justification of Program and Performance

Activity:	Planning and Data Management
Subactivity:	Planning

(dollar amounts in thousands)

	1984				
	Approp.	FY	FY	Inc. (+)	Inc. (+)
	Enacted	1985	1985	Dec. (-)	Dec. (-)
	<u>To Date</u>	<u>Base</u>	<u>Estimate</u>	<u>from 1984</u>	<u>from Base</u>
Total Requirements					
\$	8,891	9,121	8,471	-420	-650
(FTE-T)	(230)	(230)	(225)	(-5)	(-5)

Authorization

43 U.S.C. 1711, 1712 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> requires planning for multiple-use management of the public lands.
42 U.S.C. 4321 <u>et seq.</u> P.L. 91-190	The <u>National Environmental Policy Act of 1969</u> requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

Objectives

The objective of the BLM resource management planning program is to prepare new land use plans or amendments to existing plans when the importance of natural resources development or use issues require them. The basic issues which will drive the BLM's planning efforts in FY 1985 include:

- ° Meeting court-ordered schedules for grazing EIS's;
- ° Supporting the Federal coal management and oil shale programs, which starting in FY 1984 require Resource Management Plans (RMP's) as a base;
- ° Supporting the wilderness study program by using the planning process to help review the BLM Wilderness Study Areas (WSA's) to develop suitable or nonsuitable recommendations to Congress; and
- ° Supporting other public land management decisions in areas such as energy development, wildlife habitat, recreation use, public land sales, land pattern adjustments, rights-of-way authorizations, and timber management actions.

Base program

The FY 1985 Base level for the Planning subactivity is \$9,121,000 and 230 FTE-T.

A central mandate of the Federal Land Policy and Management Act (FLPMA) of 1976 is the requirement that BLM prepare and maintain comprehensive multiple-use plans for the public lands to guide management of public land resources. These plans are designed to assess the suitability of specific geographic areas to sustain a wide variety of uses and to analyze the effects of alternative uses and levels of use on the resource values involved, on the quality of the environment, on individuals, and on the economics of the affected regions and communities. Throughout the planning process, BLM seeks broad public involvement through its advisory committees, through direct contacts with affected individuals and organizations and, in some cases, through special cooperative projects.

BLM initially began developing the first generation of land management plans in the late 1960's with the concepts of multiple use and public participation as basic principles. These basic principles became the core of the planning regulations (43 CFR 1601) published on September 6, 1979. These regulations, as required by FLPMA, not only provided for new planning procedures but also incorporated the additional requirements of several other laws and the Council on Environmental Quality's (CEQ) National Environmental Policy Act (NEPA) regulations. These planning regulations established procedures for the conversion of BLM planning efforts from Management Framework Plans (MFP's) to the Resource Management Plan (RMP) system.

The July 5, 1983, revision of the 1979 planning regulations provided managers with the ability to focus the planning on the key issues to be resolved, thus improving the operational efficiency of the planning decisions. A major change in the new regulations is also the provision for Governor's Review of BLM's proposed plans within a State. A major effort is underway to refine data needs for planning and to reduce the time required for data collection. The FY 1985 program is based on the requirements of these revised regulations.

RMP's and MFP amendments are to be the bases for all major public land management decisions, as well as serving as the major guides for determining and coordinating various potential uses of the public lands. These plans will specify the allocation of resources among competing uses and prescribe appropriate management strategies. RMP's are, in most cases, prepared for BLM's smallest administrative units (resource areas) which average about 1.1 million acres in size.

In any one year, the planning program includes the monitoring, maintenance, reviewing, and interpreting of existing plans for adequacy in providing a basis for making needed resource decisions, identifying needs and scheduling for new plans, and preplanning for plans due to start in the next year, new starts and work on plans already underway. Plans are scheduled to meet critical decision priorities and time frames for a variety of BLM programs including coal, grazing, wilderness and oil shale.

At the base level, there will be 7 new RMP starts, 21 RMP completions, 19 MFP amendments, and completion of land use analyses in certain situations where no land use plans currently exist.

This level will provide for full public participation, consultations with State and local governments, and thorough consideration of multiple use values which will provide the basis for comprehensive resource decisions.

In FY 1985 increased emphasis will be placed on the maintenance and monitoring of completed RMP's as mandated by FLPMA and the planning regulations. Major aspects include ongoing coordination with State and local governments, review of

proposed actions for conformance with existing plans, and review of plans to determine whether or not a plan amendment is needed.

A total of \$37,000 from this subactivity will be used to support a share of the BLM's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the planning program.

<u>Workload Measures</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Increase (+) or Decrease (-)</u>
RMP starts	15	7	7	--
RMP's in progress (EOY)	45	30	16	-14
RMP's completed	1	22	21	-1
MFP completions	24	3	--	-3
Amendments (partly funded by planning)	---	(19)	(19)	(--)
RMP/MFP reviews completed	---	100	150	+50
Conformancy determinations	---	1,000	1,700	+700

Decrease for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	9,121	8,471	-650
(FTE-T)	(230)	(225)	(-5)

The decrease of \$650,000 and 5 FTE's will be accomplished by eliminating those MFP amendments which were partially funded in this subactivity and concentrating the effort in this program on RMP work and planning system maintenance and monitoring. Any MFP/RMP amendments required in FY 1985 will be funded solely by the "driving" or benefiting activity or activities having the issue which requires the preparation of the MFP amendment.

<u>Workload Measures</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
RMP starts	7	7	---
RMP's in progress (EOY)	16	16	---
RMP's completed	21	21	---
MFP completions	---	---	---
Amendments (partly funded by planning)	(19)	(---)	(-19)
RMP/MFP reviews completed	150	150	---
Conformancy determinations	1,700	1,700	---

Distribution of change by object class

The object class detail for the proposed decrease of \$650,000 and 5 FTE-T is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	5	\$175,000
Personnel benefits		25,000
Travel and transportation of persons		20,000
Rents, communications and utilities		80,000
Printing and reproduction		150,000
Other services		155,000
Supplies and materials		<u>45,000</u>
Total		\$650,000

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Data Management

(dollar amounts in thousands)

	FY 1984				
	Approp.	FY	FY	Inc. (+)	Inc. (+)
	Enacted	1985	1985	Dec. (-)	Dec. (-)
	To Date	Base	Estimate	from 1984	from Base
Total Requirements	\$ 13,914	14,163	13,738	-176	-425
(FTE-T)	(207)	(207)	(210)	(+3)	(+3)

Authorization

43 U.S.C. 1711, 1731
P.L. 94-579

The Federal Land Policy and Management Act of 1976 requires preparation and maintenance of an inventory of all public lands and their resources and other uses on a continuing basis and provides for management of the public lands through the BLM.

44 U.S.C. 3501-3520
P.L. 96-511

The Paperwork Reduction Act of 1980 provides for coordination of Federal information policy, and as part of this, ensure that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal Government and the general public.

Objectives

The objectives of Data Management are as follows:

- ° Improve the reliability, accuracy and utility of the Bureau's lands and minerals records system by continuing development of the Automated Land and Mineral Record System (ALMRS);
- ° Continue the BLM ADP/Data Communications Equipment Modernization Project (ADEMP) (This study, started in FY 1983, will determine what equipment is needed to provide cost-effective and efficient data management support to Bureau programs during the 1980's and 1990's.);
- ° Explore other methods for making data management operations more cost-efficient;
- ° Provide appropriate ADP systems and programs to meet Bureau data management priorities;
- ° Process data using established remote sensing techniques in support of BLM field operations requirements; and
- ° Develop Geographic Information Systems improvements to increase support to BLM energy and renewable resource programs.

Base program

Base funding for the Data Management Subactivity is \$14,163,000 and 207 FTE-T. The program involves ADP systems analysis, computer programming, computer operations, system and hardware maintenance, data telecommunications, and remote sensing/geographic information systems to support BLM natural resource programs and administrative systems requirements.

Automated Data Processing (ADP)

Automated Data Processing in the Bureau is one aspect of an integrated information resources management program. Information resources are managed under the concepts set forth in the final report of the Commission on Federal Paperwork. As an integral part of a total information management approach, ADP resource requirements are dictated by the Bureau's natural resource management mission. Thus, ADP resources, along with the associated information management functions of telecommunications, records and paperwork management, and remote sensing, are tied to and support all Bureau units.

The primary efforts involve the operation and maintenance of ADP equipment to support BLM resource and administrative programs, developing new ADP systems to improve existing operations or meet new needs, and providing technical ADP assistance to all offices. Because data management is still an expanding new technological field, there is considerable management work done on developing policies, plans, standards, procedures, and guidance to the field. Part of this management work is in support of Departmental efforts to develop coordinated improvements in this area for all Department of the Interior bureaus and offices.

The development and acquisition of ADP capability is guided by the BLM Information Systems Steering Committee, composed of the BLM Directorate. Under this approach, a carefully structured and controlled process is used to define user requirements, guide systems design and development, and implement, operate and maintain automated capability. During the definition of user requirements, decisions are made concerning the application of data processing versus other forms of information management, i.e., manual record systems, microfiche, etc. Accordingly, ADP resources and capabilities are applied only when the mission requirements of the Bureau, as specified by on-the-ground users and managers, dictate the use of ADP technology.

The stored information forms the basis of land management decisions involving resources valued in multi-billions of dollars. In addition, the Bureau has a major public service role in providing information about Federal ownership of lands and minerals, and the quantity and location of Federal resources, to State and local governments and the general public. The ADP resources described in this justification will be directed to three principal areas of activity:

1. Operation and maintenance of existing automated natural resource and administrative programs, systems and capabilities.
2. Development, testing and implementation of new ADP programs and systems to support land and mineral records, energy and minerals programs, resource inventory and monitoring, financial management improvements, and other resource program needs.

3. Acquisition and installation of appropriate kinds and sizes of ADP equipment in Bureau field offices and operation and maintenance of a central site hardware configuration and State Office minicomputers.

The initial BLM ADP systems concept was based on having a large, centralized computer center at BLM's Denver Service Center (DSC). The current Honeywell 66/80 mainframe computer was acquired in 1978 and upgraded to a DPS-8 in FY 82 and 83. Most administrative and natural resource ADP systems are run on this equipment. Recently, emphasis has been on enhancing BLM state office on-site data processing capability. Each BLM State Office has a minicomputer for general ADP work, and six State Offices also have a minicomputer for geographic information systems (graphics) work. To provide these on-site ADP services, each State Office has a small ADP staff to operate the equipment, develop ADP system applications to meet local needs, and provide technical assistance and support to the district and area office personnel. Work is continuing to transfer selected ADP systems from the DSC mainframe to the state office minicomputers to improve local operations and provide faster, more reliable, and better service for all local users.

Remote Sensing Technology

Remote sensing and geographic information systems also offer examples of how new technology can provide data to help managers make more informed decisions and reduce costs over manual procedures. The following describes some of the current work.

The Bureau emphasizes development of new practical field applications of satellite remote sensing technology designed to reduce manpower requirements in resource applications. In FY 1984, operational remote sensing techniques are being used to accomplish a number of routine Bureau applications in a more cost-effective and rapid manner than presently possible under manual or labor-intensive methods. These include: 1) classifying ground cover for habitat location, range and wildlife habitat improvement, and woodland management; 2) defining range inventory sites by soil type, landform, and vegetation similarities; 3) monitoring soil and vegetation changes to detect unauthorized surface disturbance on BLM land, recovery from catastrophic events such as flood, fire, or drought, and land use effects from reseeding or overgrazing; and 4) developing fuel models for predicting fire danger probability for use with remote automatic weather station data and automatic lightning detection. The remote sensing data base is digitized by geographic location. Consequently, it accommodates a variety of other information such as elevation, slope, aspect, land ownership, road networks, land use, and water sources. The resulting data base can be automatically manipulated, updated, and viewed graphically in a variety of combinations to facilitate rapid and informed resource management decisions.

The use of the remote sensing "ground cover classification" technique is one example of how a technology-intensive rather than labor-intensive method can improve field efficiency. The Digital Image Analysis Laboratory at DSC processes LANDSAT satellite imagery data for use in BLM resource inventory and monitoring work. Range site mapping in Arizona using traditional field methods costs 15 cents per acre. In 1980, using LANDSAT technology, the vegetation cover on 2.5 million acres in Arizona was classified for 7 cents per acre. This cost included the collection and interpretation of aerial photographs and ground samples used in identifying vegetation and the incorporation of digital terrain (elevation, slope and aspect) and land ownership boundaries into the automated data base. Technological improvements and experience are likely to further reduce computer

time and improve efficiency. Preliminary cost figures for classifying over 2 million acres of the Bruneau River Resource Area, Idaho indicate that costs can be reduced to nearly 5 cents per acre.

Computer Graphics

Demonstrated savings in time, funding, and increased accuracy have greatly expanded the demand upon and use of BLM's computer graphics systems. The BLM requires a computer graphics system that can manipulate alpha-numeric and digital data and produce graphic (map) and tabular data for use by field managers in their land management planning, analysis and decisionmaking.

The BLM's computer graphics system can analyze data and draw maps as fast as the computer can process the data. The alternative is to continue to send crews of people to the field to manually record the necessary data and manually do the calculations and draw the maps. Based on an identical operation in Wyoming, the automated method is at least 50 percent cheaper.

Automated Land and Mineral Record System (ALMRS)

In FY 1983, BLM initiated a major development program to automate its numerous ownership status records and land and mineral case files. This project is called the Automated Land and Mineral Record System (ALMRS). This is a multi-year effort involving coordinated efforts of lands and realty, minerals, and data management programs to yield the following benefits:

- ° Provide more efficient and improved accessibility to a complex set of land status records needed for program management and case adjudication purposes;
- ° Improve capability to manipulate, maintain, and access ownership status records in an era of increasing land and mineral case activity;
- ° Decrease the rate of the manual record deterioration from use and age by replacing manual access to hard copy records with an automated output system;
- ° Reduce response time for lands and minerals case processing and for providing summary data to BLM managers, other agencies, and the public;
- ° Provide availability of current records data at locations other than the designated BLM State Offices;
- ° Provide capability for direct access to data by BLM personnel, other Federal agency personnel, and user publics through installation of data terminals in the State Office public rooms and BLM field offices; and
- ° Enhance capability to update ownership status and case records more quickly and accurately than is possible with a manual system.

The system is also described in the Realty Operations subactivity, which contributed to the total program. As stated there, BLM has responsibility for maintaining the official status records for lands with Federal ownership or interest. This responsibility includes maintaining the basic patent (conveyance) records, master title plats, and related documents which support all BLM programs and involves approximately 11 million public land record documents including land survey and status records, patents, survey plats, survey field notes, and master title plats or tract books.

Available funds will be directed to the ALMRS pilot States of New Mexico and Arizona. Terminals, printer and telecommunications equipment will be purchased to initiate the pilot test in these State offices. The majority of the cost outlay will be utilized for equipment to improve processing capabilities, improve memory, and enhance disk storage capabilities to accommodate ALMRS workload requirements. The equipment will be compatible with ALMRS data processing requirements, which are standardized on a Bureauwide basis. BLM does not see problems of equipment compatibility with the system.

Collection of status and survey data for the pilot States of Arizona and New Mexico will be completed during FY 1984. Testing of this data will begin in FY 1985 as software development is completed. Also, BLM has joined in an effort with National Mapping Division, USGS, to test the capability to input the ALMRS data into USGS's Federal Mineral Land Information System (FMLIS), and to test the utility of combining ALMRS and minerals data for meeting land management agencies' data needs to support resource planning and development. This test, known as the Silver City Project, will involve 253 townships in Arizona and New Mexico. By end of 1984 or early 1985, data should be available in the graphic output mode (Phase III) for this project area.

A comparison of actual costs and benefits versus those estimated as anticipated (as requested by the House Committee) is not available at this time. These numbers have not yet been developed as ALMRS Phase I has not been in use for a long enough period of time to provide reliable experience on which to base further estimates or comparisons. This information will be provided as soon as actual data become available.

The change in the "mix" of Base costs for Data Management is displayed in the following table:

<u>Workload Elements Units</u>	<u>FY 1984</u>		<u>FY 1985 Base</u>		<u>Increase (+) or Decrease (-)</u>	
	<u>Units</u>	<u>\$000's</u>	<u>Units</u>	<u>\$000's</u>	<u>Units</u>	<u>\$000's</u>
ADP Development (# of Projects)	30	3,678	30	3,748	---	+70
ADP Operation and Maintenance	---	8,084	---	8,163	---	+79
Telecommunications	---	1,102	---	1,102	---	---
Scientific Systems Development	---	150	---	150	---	---
Scientific Systems O&M (million acres)	25	900	35	1,000	+10	+100
TOTAL (\$)		13,914		14,163		+249
ALMRS Program (\$)		3,006		3,076		+70
Other Data Management (\$)		10,908		11,087		+179
TOTAL (\$)		13,914		14,163		+249

Decrease For FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$ (FTE-T)	14,163 (207)	13,738 (210)	-425 (+3)

The total program decrease consists of two components as follows: (1) an increase of \$575,000 and 3 FTE to provide additional ADP and telecommunications support in BLM field offices; and (2) a decrease of \$1,000,000 associated with the deferral of ALMRS equipment purchase.

- ° The increase of \$575,000 will cover increased automated support to the field resource programs. Part of the increase will fund the cost of 3 additional FTE as well as operations and maintenance expenses in field offices. This will assist in the additional technical data and management support workload of 15 major systems resulting from the merger of the MMS onshore functions into BLM in 1983. The increase will also cover more data communications usage as well as increased usage rates.
- ° The decrease of \$1,000,000 in ALMRS is based on a decision to defer the purchase of graphics equipment for Phase III in FY 1985, except to furnish one graphics terminal in each of the pilot states of Arizona and New Mexico. Funds for the purchase of this equipment will be requested eventually if the ADP/Data Communications Equipment Modernization Project (ADEMP) study recommends acquisition as being cost effective.

<u>Workload Elements</u>	<u>FY 1985 Units</u>	<u>Base \$000's</u>	<u>FY 1985 Units</u>	<u>Estimate \$000's</u>	<u>Increase (+) Decrease (-) Units</u>	<u>\$000's</u>
ADP Development (# of Projects)	30	3,748	30	2,748	---	-1,000
ADP Operation and Maintenance	---	8,163	---	8,528	---	+365
Telecommunications	---	1,102	---	1,312	---	+210
Scientific Systems Development	---	150	---	150	---	---
Scientific Systems O&M (million acres)	35	<u>1,000</u>	35	<u>1,000</u>	---	---
TOTAL (\$)		<u>14,163</u>		<u>13,738</u>		<u>-425</u>
ALMRS Program (\$)		3,076		2,076		-1,000
Other Data Management (\$)		<u>11,087</u>		<u>11,662</u>		<u>+575</u>
TOTAL (\$)		14,163		13,738		-425

Distribution of change by object class

The object class detail for the proposed decrease of \$425,000 is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	3	+\$94,000
Personnel benefits		+14,000
Communications, utilities, and other rents		+210,000
Other services		+257,000
Equipment		-1,000,000
Total		<u>-\$425,000</u>

Activity Summary

Activity: Cadastral Survey

<u>Subactivity</u>	(Dollars in thousands)					Increase (+) or Decrease (-) 1985 Est. over 1985 Base
	<u>FY 1983 Actual (B.A.)</u>	<u>FY 1984 Approp. Enacted</u>	<u>FY 1984 Revised Estimate</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	
Alaska	\$ 9,992	\$ 12,140	\$ 12,140	\$ 12,130	\$ 10,058	\$ -2,072
Other States	11,602	11,407	11,407	11,773	10,223	-1,550
Total	21,594	23,547	23,547	23,903	20,281	-3,622

Justification of Program and Performance

Activity: Cadastral Survey

(dollar amounts in thousands)

<u>Subactivity</u>		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Alaska	\$	12,140	12,130	10,058	-2,082	-2,072
	(FTE-T)	(170)	(170)	(160)	(-10)	(-10)
Other States	\$	11,407	11,773	10,223	-1,184	1,550
	(FTE-T)	(330)	(330)	(310)	(-20)	(-20)
Total Requirements						
	\$	23,547	23,903	20,281	-3,266	-3,622
	(FTE-T)	(500)	(500)	(470)	(-30)	(-30)

Authorization

43 U.S.C. 1711, 1738 P.L. 94-579	The <u>Federal Land Policy and Management Act (FLPMA)</u> of 1976 authorizes the delineation of boundaries of the public lands.
43 U.S.C. 1612 P.L. 92-203	The <u>Alaska Native Claims Settlement Act of 1971 (ANCSA)</u> requires the survey of Alaska Native Lands for conveyance to native associations and individuals.
48 U.S.C. 2 P.L. 85-508	The <u>Alaska Statehood Act</u> , as amended, requires the survey of lands for State selection.
16 U.S.C. 3101, <u>et seq</u> P.L. 96-487	The <u>Alaska National Interest Lands Conservation Act of 1980 (ANILCA)</u> requires maps and legal descriptions.
45 U.S.C. 1201 P.L. 97-468	The <u>Alaska Railroad Transfer Act of 1982</u> required surveys to be completed in five years.

Objectives

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal public domain lands. Immutable boundaries of the public lands must be delineated on the ground and in the official records, as determined by a cadastral survey. Cadastral survey is a prerequisite to:

- ° Actual conveyance of public land (e.g., Alaska Native allotments and State selections);
- ° Establishing precise on-the-ground boundaries necessary for issuing leases or authorizations of other uses of the public lands; and
- ° Determining precise boundaries to avoid (a) trespass by either private parties against the government or by the government against private owners, or (b) underutilization of resources (such as timber) for fear of trespass when boundaries are uncertain.

The Bureau executes 90 percent of the actual field surveys with its own personnel, while 10 percent are accomplished by contract or by other government agencies under delegation by BLM. BLM is responsible for all of the official survey records (plats and field notes). There is a current agreement with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; however, these surveys must be approved by BLM. The BLM/FS agreement will permit an increase in the number of legal cadastral surveys completed on FS-administered lands. This will benefit administration of all programs by helping resolve trespass and unauthorized occupancy cases and by promoting maximum utilization of the natural resources. BLM provides presurvey search of title records and previous surveys to determine the method of survey to be used and is responsible for all records management following survey approval.

Three major types of cadastral surveys are executed on the public lands: original surveys, resurveys, and special surveys.

- ° Original surveys under the Public Land Survey System (PLSS) were established by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the public lands as well as the authority to execute resurveys when needed to determine the boundaries of the public land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been delayed except those required for Alaska land conveyances and a few required in the other States for trespass abatement and resource management.
- ° Resurveys are executed either to re-establish the boundary executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, coal and geothermal development, and other resource development. Approximately 10 percent of the resurveys are completed at the request of other Federal agencies.
- ° Special Surveys are those that do not fall into either of the above two categories. These include surveys of public land islands omitted from original surveys, correction of fraudulent or omitted

land surveys, mineral surveys of lode mining claims and Indian reservations, and many special surveys in Alaska, such as townsites, trade and manufacturing sites, Native allotments, and homesites.

All cadastral surveys are initiated only to solve specific resource management problems or to comply with a specific statutory public land conveyance requirement. The workload elements under "other surveys" are displayed by the resource being supported, i.e., lands, energy, forestry, etc. However, funding is not allocated by resource, and acreages are simply estimates based on historical data to show the impacts of each funding level. It is not possible to anticipate which specific management problems by resource type will actually require surveys in FY 1985.

The BLM Cadastral Survey program is divided into two subactivities with substantially different workload requirements and support needs; i.e., Alaska and the Other States. For presentation purposes, they are addressed separately below.

ALASKA

Objectives

All planned surveys in support of Alaska programs are required by recent Acts of Congress or existing land laws. The Alaska cadastral survey objectives are to:

- ° Complete surveys of the remaining 12,690,000 acres (exterior boundaries) of land selected under ANCSA by 1990;
- ° Complete surveys of the remaining 58,300,000 acres (exterior boundaries) of land selected by the State of Alaska by 2005;
- ° Survey remaining Native allotment parcels and other small tracts within lands to be conveyed or transferred under ANILCA, ANCSA and the Alaska Statehood Act.

Base program

At the 1985 base funding level of \$12,130,000 and 170 FTE-T, the Alaska program capability will be sufficient to:

- ° Survey approximately 4,000 miles of boundary line and establish 2,000 monuments on 1.5 million acres as a step in eventual conveyance of a total of 44 million acres to Alaska Natives (as required by the Alaska Native Claims Settlement Act);
- ° Survey, in furtherance of the Alaska Statehood Act, 250 miles of boundary lines and establish 350 monuments on 100,000 acres. This is a step in eventual conveyance of a total of 104.5 million acres to the State of Alaska (the State is also requesting survey work other than that required for conveyance, which will be done by BLM on a reimbursable basis);

- ° Survey 450 Native inholdings of the 7,000 remaining from the Native Allotment Act of 1906; and
- ° Survey 40 small tracts covering about 1,500 acres for homesites, homesteads, trade and manufacturing sites, and archaeological sites.

The workload comparisons from FY 1983 to the FY 1985 Base are as follows:

Workload Measure	FY 1983		FY 1984		FY 1985		Increase (+) or Decrease (-)	
	Actual		Approp.		Base		Acres	
	Acres (000)	Number	Acres (000)	Number	Acres (000)	Number	(000)	Number
ANCSA	2,500		1,240		1,500		+260	
State Selections	2,000		200		100		-100	
Native Allotments		275		360		450		+90
Other parcels (home, trade and manufacturing sites)		9		10		40		+30

Changes in workload in the FY 1985 base reflect changes in demand rather than in funding. Even though the large exterior boundary surveys for Alaska State and Native selections are nearly completed, the remaining ANCSA selections and a portion of the remaining State selections needing to be surveyed are located in areas of the State where terrain, climatic conditions and required logistical support will cause a large increase in the cost per acre of the areas to be surveyed. Fluctuations in numbers of acres surveyed among the ANCSA selections, State selections, and other parcels, including native allotments, will be normal both in this fiscal year's program and in the outyears.

Decrease for FY 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
\$ (FTE-T)	12,130 (170)	10,058 (160)	-2,072 (-10)

The decrease of \$2,072,000 and 10 FTE will result in a reduction in surveys associated with Alaska lands transactions as resources are directed to higher priority work.

These changes from the 1985 Base to the Estimate are detailed in the following table:

<u>Workload Measures</u>	FY 1985		FY 1985		Increase(+) or Decrease(-)	
	Base		Estimate			
	<u>Acres</u> <u>(000)</u>	<u>Number</u>	<u>Acres</u> <u>(000)</u>	<u>Number</u>	<u>Acres</u> <u>(000)</u>	<u>Number</u>
ANSCA	1,500		1,500		---	
State selections	100		60		-40	
Native allotments		450		350		-100
Other parcels (home, trade and manufacturing sites)		40		40		---

Distribution of change by object class

The object class detail for the proposed \$2,072,000 decrease is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	10	\$250,000
Personnel benefits		37,500
Travel and transportation of persons		159,500
Other services		1,590,000
Supplies and materials		25,000
Printing and reproduction		5,000
Equipment		5,000
Total		<u>\$2,072,000</u>

OTHER STATES

Objectives

The program in the 48 contiguous States involves only resurveys and special surveys. These surveys are planned and conducted in direct support of land, energy, minerals, and renewable resources program needs. No provision has been made to conduct original public land system surveys unless they are required by a specific resource program objective.

Base program

Base funding for Cadastral Survey - Other States is \$11,773,000 and 330 FTE-T. At this funding level the Bureau will survey 1,575,000 acres in direct support of specific resource programs as follows:

- ° 580,000 acres for lands programs to obtain legal property descriptions for work supporting implementation of the Unintentional Trespass Act, proposed exchanges, and efforts to solve some unauthorized occupancy situations which exist throughout the Western States and in some Eastern States;

- ° 700,000 acres for energy development programs in areas of extensive intermingled lands. Surveys will permit land ownership boundary identification and, ultimately, will expedite energy development or exploration;
- ° 165,000 acres of boundary surveys for forestry operations to support planned timber sales; and
- ° 130,000 acres for multiple-use resource programs to delineate legal property boundaries in support of planned management actions or needs, such as trespass abatement or resolution.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Increase (+) or Decrease (-)</u>
<u>Acres (000)</u>				
Lands	495	580	580	---
Energy	665	700	700	---
Forestry	150	165	165	---
Multiple-use	170	130	130	---

A total of \$135,000 will be used to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM managed lands that are necessary to the operation of the Other States Cadastral Survey Program.

Decrease for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	11,773	10,223	-1,550
FTE-T	(330)	(310)	(-20)

The decrease of \$1,550,000 and 20 FTE-T will result in deferral of lower priority surveys as shown in the following table.

<u>Workload Measures</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase or Decrease</u>
<u>Acres (000)</u>			
Lands	580	495	-85
Energy	700	555	-100
Forestry	165	140	-25
Multiple-use	130	110	-20

Distribution of change by object class

The object class detail for the proposed decrease of \$1,550,000 and 20 FTE-T is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	20	\$ 450,000
Personnel benefits		76,500
Travel and transportation of persons		500,000
Other services		388,500
Supplies and materials		10,000
Equipment		125,000
Total		<u>\$1,550,000</u>

Activity Summary

Activity: Firefighting and Rehabilitation

<u>Subactivity</u>	(Dollars in thousands)				Increase (+) or Decrease (-) 1985 Est. over 1985 Base
	<u>FY 1983 Actual (B.A.)</u>	<u>FY 1984 Approp. Enacted</u>	<u>FY 1984 Revised Estimate</u>	<u>FY 1985 Base</u>	
Firefighting and Presuppression	\$ 4,150	\$ 4,150	\$ 4,150 (36,224)1/	\$ 3,585	\$ +565
Rehabilitation	600	600	600 (1,936)1/	600	---
Total	4,750	4,750	4,750 (38,160)1/	4,185	+565

1/ Estimated FY 1984 "Firefighting and Rehabilitation" supplemental of \$38,160,000, to repay actual costs of FY 1983 firefighting and rehabilitation work. FY 1984 firefighting and rehabilitation costs will be financed through transfers authorized under Section 102 of the General Provisions of the FY 1984 Interior Appropriations Act and will be repaid by supplemental appropriations in FY 1985.

Justification of Program and Performance

Activity: Firefighting and Rehabilitation

		(dollar amounts in thousands)				
		1984				
		Approp.	FY	FY	Inc. (+)	Inc. (+)
		Enacted	1985	1985	Dec. (-)	Dec. (-)
<u>Subactivity</u>		<u>to Date</u>	<u>Base</u>	<u>Estimate</u>	<u>from 1984</u>	<u>from Base</u>
Firefighting and Presuppression	\$	4,150	3,585	4,150	---	+565
	(FTE-T)	(956)	(956)	(956)	---	(---)
Rehabilitation	\$	600	600	600	---	---
	(FTE-T)	(20)	(20)	(20)	(---)	(---)
Total Requirements	\$	4,750 ^{1/}	4,185 ^{2/}	4,750 ^{3/}	---	+565
	(FTE-T)	(976)	(976)	(976)	(---)	(---)

Authorization

P.L. 97-394, The General Provisions of the FY 1983 and FY 1984 Appropriations
Sec. 102; Acts for the Department of the Interior and Related Agencies,
P.L. 98-146, authorize the Secretary to transfer funds from other Department
Sec. 102 accounts for the suppression or emergency prevention of
forest or range fires on or threatening the public lands
and for the emergency rehabilitation of burned lands

Objectives

- ° Provide the forces necessary to manage, detect, and suppress wildfires in order to maintain the productivity of the public lands; and
- ° Provide the initial funding to take immediate actions to reduce the damage resulting from wildfires or other natural disasters.

1/ Firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other natural disasters and vary from year to year. Funding to cover total actual fire presuppression, firefighting and rehabilitation expenditures is requested through supplemental appropriations. As directed by Congress, a FY 1984 supplemental appropriation of \$38,160,000 to cover actual fire expenditures for FY 1983 is being requested separately. FY 1984 emergency presuppression, firefighting and rehabilitation costs will be financed through transfers authorized under Section 102 of the General Provisions; and funds will be requested in supplemental appropriations in FY 1985.

2/ The FY 1985 base has been reduced to reflect a \$565,000 transfer from BLM appropriations to the Office of Aircraft Services in the Office of the Secretary.

3/ The amount requested for FY 1985 is only the minimum amount needed to initiate emergency actions. FTE-T are accounted for here to reach Bureau-wide totals although funding for most of these FTE's is provided through the annual firefighting supplemental and current year fund transfers.

FIREFIGHTING AND PRESUPPRESSION

The Firefighting and Presuppression Program includes:

A. Management: This category includes the required permanent work-force necessary to initiate and manage the fire preparedness and suppression program and includes the planning, evaluation, and management necessary to carry out the suppression effort. Only permanent personnel assigned specifically to management of the fire suppression program are funded in this category. A total of \$18,000 will be used from this category to support a share of the Bureau's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Firefighting and Presuppression program.

B. Presuppression: These functions are performed to prepare the fire suppression forces to suppress an average of 2,500 fires annually. Included are: hiring and training approximately 2,000 seasonal fire suppression personnel; inspecting and servicing 327 fire trucks; making available (through contract) 33 helicopters, 19 retardant aircraft, and 30 multipurpose aircraft; inventorying and stocking fire supply caches; activating 120 field fire stations; activating weather stations and automatic lightning detection facilities and lookouts; initiating operation of large coordination and logistic support facilities; and providing communication networks and facilities. These activities take place during the designated activation periods of the fire season. The Bureau uses full service contracts through the Office of Aircraft Services to meet all aircraft support requirements of this mission.

C. Suppression: These functions include all actions directly tied to suppressing a specific fire and include costs of: personnel for fire management and suppression; equipment and aircraft operations; housing, feeding, and logistical services for all employees assigned to the fire; suppression supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistic support. Costs begin when the first fire report is received and end when the equipment is returned to a state of readiness. Regular and overtime pay of both permanent and temporary employees is charged to this program category.

REHABILITATION

Rehabilitation costs are incurred to prevent land degradation, resource losses, and other dangerous situations due to damage by fire. This sub-activity provides funds for specific emergency rehabilitation projects and includes such costs as reseeding on a burned area to establish a vegetative cover quickly to reduce wind and water erosion damage; construction of temporary water diversion structures to reduce erosion from water runoff; temporary fencing to prevent animals from killing the revegetated areas; and felling of fire-damaged trees in high use recreational areas.

Increase for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	4,185	4,750	+565
(FTE-T)	(976)	(976)	(---)

The FY 1985 estimate restores funding to the amount historically requested by BLM to initiate the fire presuppression, suppression, and rehabilitation programs needed to prepare for the FY 1985 fire season. Additional presuppression funding and actual fire suppression costs during the FY 1985 fire season will be financed by transfers under the General Provisions until a supplemental fire appropriation is enacted to fund these costs at the level actually incurred.

Distribution of change by object class

The object class detail for the proposed \$565,000 increase is as follows:

Other services	\$565,000
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Activity Summary

Activity: Technical Services

<u>Subactivity</u>	(Dollars in thousands)					Increase (+) or Decrease (-) 1985 Est. over 1985 Base
	<u>FY 1983 Actual (B.A.)</u>	<u>FY 1984 Approp. Enacted</u>	<u>FY 1984 Revised Estimate</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	
Resource Protection	\$ 2,022	\$ 2,036	\$ 2,036	\$ 2,076	\$ 2,376	+ 300
Maintenance and Engineering Services	10,931	10,554	10,554	10,794	10,481	- 313
Total	12,953	12,590	12,590	12,870	12,857	- 13

Justification of Program and Performance

Activity: Technical Services
Subactivity: Resource Protection

(dollar amounts in thousands)

	1984				
	Approp.	FY	FY	Inc. (+)	Inc. (+)
	Enacted	1985	1985	Dec. (-)	Dec. (-)
	to Date	Base	Estimate	from 1984	from Base
Total Requirements	\$ 2,036	2,076	2,376	+340	+300
(FTE-T)	(25)	(25)	(25)	(---)	(---)

Authorization

43 U.S.C. 1733 The Federal Land Policy and Management Act (FLPMA) of
P.L. 94-579 1976, Section 303 (a), authorizes regulations to carry
out the provisions of the Act with respect to the
management, use, and protection of public lands,
including the property located on these lands. Under
the Act, the Secretary may authorize Federal personnel
or contract with other Federal agencies and appropriate
local officials to carry out his law enforcement
responsibilities.

Objectives

The objectives of Resource Protection are to:

- ° Ensure compliance with all Federal laws, and appropriate State and local laws, governing the management, use, and protection of the public lands and resources as directed by FLPMA; and
- ° Protect the natural resources from unlawful activities and investigate incidents of unlawful acts against public land resources promptly and professionally through an effective law enforcement program.

Base program

The FY 1985 base for the Resource Protection subactivity is \$2,076,000 and 25 FTE-T.

Section 303 of FLPMA encouraged BLM to enter into contracts and cooperative agreements with State and local law enforcement agencies to enforce Federal and State laws on public lands. Since FY 1978, cooperative agreements have been signed with local law enforcement agencies in most of the Western States to enforce State and local ordinances, rather than Federal laws, on public lands.

The actual number of cooperative agreements varies from year to year, because agreements may be on a county-wide basis, for specific problem areas only, or for a specified, limited time period such as long holiday weekends. With the base level of funding, an estimated 52 cooperative agreements will be in effect.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Increase (+) or Decrease (-)</u>
Cooperative agreements signed	43	52	52	---
(Average cost per agreement)	(\$17,000)	(\$20,000)	(\$20,000)	(---)
Cooperative agreements by State				
Alaska	1	1	1	---
Arizona	2	4	4	---
California	10	15	15	---
Colorado	2	3	3	---
Idaho	10	11	11	---
Montana	1	1	1	---
Nevada	2	2	2	---
Oregon	10	10	10	---
Utah	5	5	5	---

BLM special agents monitor each cooperative agreement. The agreements are usually with a county sheriff or a State or county recreation or park department. Resources being protected through cooperative agreements vary from State-to-State and by the nature of the problem.

Cooperative agreements in California's Mendocino County and in Montana's Fort Meade Recreational Area and with Nevada's Division of State Parks all provide for vehicular patrol, radio monitoring and a law enforcement presence at selected high public use areas on public lands which act as deterrents to numerous types of violations. Patrol and presence, particularly in remote and isolated areas, provide a measure of prevention, reducing people versus people violations, vandalism to improved facilities, ORV violations, and vegetative thefts to a vast area of public lands which otherwise would remain unprotected.

Direct BLM Protection Activities

Case investigation continues to be the mainstay of BLM law enforcement work. It provides the contacts which give exposure and visibility to resource protection personnel and, in many cases, acts as a deterrent to further violations.

At least one BLM special agent is assigned to each Western State office with two in most State offices, and four in the Eastern States Office, the California State Office and the Headquarters Office.

The following table summarizes projected casework in FY 1983, FY 1984 and the FY 1985 base.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Increase (+) or Decrease (-)</u>
<u>Investigations:</u>				
Wild horse and burro	40	40	40	---
Timber theft	50	50	50	---
Range arson	25	20	20	---
Antiquity theft and destruction	50	50	50	---
Mineral theft and fraud	50	50	50	---
Theft and destruction of government property	80	85	85	---
Recreation site violations	45	50	50	---
Occupancy trespass	335	340	350	+10
Other*	65	55	45	-10
 Total	 740	 740	 740	 ---

* Assault, fraud, vegetative theft, assisting other agencies, miscellaneous.

Investigations conducted by BLM special agents have resulted in Federal convictions for theft of coal; oil and gas lottery fraud; theft and destruction of archaeological resources, timber, native desert vegetation, minerals, and wild horses and burros; and unauthorized use.

Fines for these convictions have ranged from \$100 to \$125,000. Judgments arising from these investigations, if favorable to the United States, could return several million dollars to the Federal Government.

A total of \$11,000 will be used to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Resource Protection program.

Marijuana Eradication

BLM, working in full cooperation with other concerned Federal agencies and State and local law enforcement agencies, is actively pursuing the eradication of marijuana growing on the public lands. Illegal cultivation of marijuana and ramifications therefrom cause very serious safety problems for the general public who may wish to use the public lands. It is the single most important problem facing BLM's resource protection efforts today.

BLM's responsibility as a major landowner and manager is being thwarted as marijuana growers illegally "take over" public land and prevent citizens from using and enjoying thousands of acres of land that rightfully belong to them. Fishermen, hunters, rock hounders, hikers and even loggers and miners have been threatened with bodily harm or harassed and intimidated by marijuana farmers who have trespassed on the public lands.

The detrimental impact of marijuana cultivation of the public lands falls into two specific categories:

1. Certain areas of the public lands are becoming unsafe for users and BLM employees.

Employees involved in timber projects, wilderness surveys, trail construction and maintenance, fire prevention, cadastral surveys, and wildlife protection studies who have stumbled onto marijuana plots have been threatened with physical violence if they report the location of the marijuana field to local law enforcement people or to BLM superiors. Threats and assaults have occurred against BLM personnel.

2. Public resources and the environment are being severely damaged.

Arsenic-base poisons are used around marijuana plants to eradicate small animals, including rodents, which seem to thrive on marijuana plants. The arsenic residue kills most small animals near the plots, and the deadly effect extends along the food chain as other animals and birds such as raptors consume the rodents and die as well.

In addition, the leaching of the residue into water supplies throughout the area spreads the poison, which may ultimately find its way into domestic water supplies downstream. Ground water supplies are endangered because marijuana growers use a potent high nitrogen fertilizer concentrate to produce fast-growing and bushy plants.

Since September 1982, when BLM issued a policy statement relating to the illegal cultivation of marijuana on public lands in California, some small portion of our resource protection funds have been allocated to marijuana eradication.

Beginning in FY 1985, to the extent possible within available resources, BLM will embark on a concentrated approach in cooperation with other Federal agencies and appropriate State and local law enforcement authorities to deal with the problem. The program has four components: detection, user safety and public awareness, employee safety, and law enforcement.

Cooperative Agreements

Of the two principal means to effect a resource protection law enforcement program, cooperative agreements with local law enforcement officials have proven to be the more effective means to accomplish the task. BLM's policy regarding marijuana eradication continues to place emphasis on the use of cooperative agreements with local law enforcement agencies to enforce State and local ordinances.

Increase for FY 1985

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	2,076	2,376	+300
(FTE-T)	(25)	(25)	(---)

The following table provides an estimate, by State, of the proposed cooperative agreements for the ongoing program and for marijuana eradication.

<u>Workload Measure</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase(+) or Decrease(-)</u>
Cooperative agreements signed	52	67	+15
(Average cost per agreement)	(\$20,000)	(\$20,000)	(---)

Cooperative agreements by
State

Alaska	1	1	(---)
Arizona	4	6	(+2)
California	15	20	(+5)
Colorado	3	3	(---)
Idaho	11	12	(+1)
Montana	1	1	(---)
Nevada	2	3	(+1)
Oregon	10	15	(+5)
Utah	5	6	(+1)

The increase of \$300,000 will fund 15 additional cooperative agreements for areas where unauthorized use (illegal marijuana growing, timber trespass) and problems with theft and destruction of antiquities and government property are most severe.

Distribution of change by object class

The object class detail for the proposed increase of \$300,000 is as follows:

Other services \$300,000

Justification of Program and Performance

Activity: Technical Services
Subactivity: Maintenance and Engineering Services

Program Elements		1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc.(+) Dec.(-) from 1984	Inc.(+) Dec.(-) from Base
Building	\$	2,848	2,913	3,163	+315	+250
Maintenance (FTE-T)		(50)	(50)	(55)	(+5)	(+5)
Recreation	\$	3,547	3,632	3,632	+85	---
Maintenance (FTE-T)		(71)	(71)	(71)	(---)	(---)
Transportation Main- tenance	\$	3,223	3,275	2,525	-698	-750
(FTE-T)		(50)	(50)	(50)	(---)	(---)
Engineering	\$	936	974	1,161	+225	+187
Services (FTE-T)		(22)	(22)	(26)	(+4)	(+4)
(Energy Conser- vation-Technical Surveys)	\$	(80)	(80)	(80)	(---)	(---)
(FTE-T)		(2)	(2)	(2)	(---)	(---)
Total Require- ments	\$	10,554	10,794	10,481	-73	-313
(FTE-T)		(193)	(193)	(202)	(+9)	(+9)

Authorization

43 U.S.C. 1701,
1731-32, 1762

Federal Land Policy and Management Act of 1976
provides authority for:

- maintenance of roads required for protection, develop-
ment, and management of lands for utilization of
forest and other resources; and
- directs that public lands be managed to protect
scenic, historical, and archaeological values and
to provide for outdoor recreation and for human
occupancy and use.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the
protection of timber owned by the United States
from fire, disease, or insect ravages.

During the period of 1973-1984, the Bureau will have spent \$80 million in capital investments for buildings, recreation facilities and roads. In total, the estimated in-place value of these capital facilities and buildings owned and constructed by BLM is almost \$360 million. The proposed maintenance expenditures of \$10,481,000 in FY 1985 represent 2.9 percent of the capital investment to be used for maintenance, upkeep and protection of the investment.

BUILDING MAINTENANCE

Objectives

- ° Provide maintenance on 132 BLM-owned office buildings, 700 other BLM-owned buildings and associated water and sewer systems; and
- ° Provide retrofit maintenance (add insulation, storm windows, utility system control units, and other energy conservation measures identified in technical surveys as being cost effective) on 21 BLM-owned buildings.

Base program

The base program level of \$2,913,000 and 50 FTE-T provides maintenance of BLM-owned office buildings, warehouses, shops, storage buildings, fire stations, lookouts, parking areas, and wareyards (outside of western Oregon). Maintenance includes:

- ° Minor maintenance work such as repainting and replacing broken windows;
- ° Major maintenance work such as repairing sewage systems and facilities and minor structural repairs;
- ° Energy retrofitting such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems; and
- ° Grounds work such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement.

Of the approximately 1,400 buildings owned by BLM, we will maintain 132 office buildings and about 700 other buildings. The remainder either do not require maintenance or the maintenance must be postponed to future years. BLM will also maintain 177 water and sewage systems. Most of this maintenance work will be accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems of these buildings to ensure safe and usable facilities.

Increase for FY 1985

(dollars in thousands)

	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Difference</u>
\$.	2,913	3,163	+250
(FTE-T)	(50)	(55)	(+5)

At the proposed funding level, BLM will provide maintenance on all of its 132 office buildings. Maintenance priorities are:

- ° Correction of fire safety deficiencies;
- ° Maintenance to protect useful life of structures; and
- ° Maintenance to improve efficiency of buildings including energy conservation retrofit projects identified by technical surveys in the Engineering Services program element.

The requested funding level in FY 1985 will improve the level of maintenance on 127,000 square feet of additional building space; 639,000 square feet of additional parking and wareyard space; and maintenance on 20 additional water, sewer and electrical systems.

Energy conservation retrofit projects of \$80,000 will be postponed until completion of a 10-year plan and to allow accomplishment of higher priority work.

Distribution of change by object class

The object class detail for the increase of \$250,000 and 5 FTE-T is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	5	\$105,000
Personnel benefits		14,500
Transportation of things		2,500
Other services		125,000
Supplies and materials		<u>3,000</u>
Total		\$250,000

RECREATION MAINTENANCE

Objectives

- ° Maintain 436 developed recreational sites on the public lands (outside of western Oregon) at a standard that will:
 - Protect public facilities, investments and appurtenant resource values; and
 - Remove or correct health or safety hazards such as inadequate sanitary facilities and hazardous water supplies.
- ° Provide minimal cleanup and hazard reduction at about 5,000 undeveloped public land sites receiving recreational use to ensure public safety and protection for the surrounding natural resource values.

FY 1985 program

The Recreation Maintenance Program is \$3,632,000 and 71 FTE-T at both the base level and the FY 1985 estimate level. The principal costs of maintaining recreation sites are:

- ° trash collection;
- ° installation and maintenance of water purification systems;
- ° repair of structures (picnic facilities, restrooms, etc.);
- ° removal of hazards such as dead trees, excess fire fuel, old mine shafts, etc.;
- ° repair or replacement of signs; and
- ° replacement of unsanitary pit toilets with vault installations.

This level of maintenance will help to ensure safe, hazard-free and sanitary conditions for visitors to the public lands. This includes \$2,412,000 for trash collection, installation and maintenance of water purification devices, and repair of facilities at 436 developed recreation sites. The remaining \$1,220,000 will be used for cleanup of about 5,000 picnic and undeveloped sites, removal of 150 hazards, and replacement of unsanitary pit toilets with vault installations.

Examples of the need for cost-effective maintenance can be found in most BLM districts, but the recreation sites on the Lower Colorado River and the Imperial Sand Dunes Area in California illustrate the maintenance requirements that BLM faces. The Bureau has invested over \$1.5 million in the construction of facilities in these areas. Without a scheduled preventive maintenance program to protect water, sewer, and electrical systems, buildings, roads, and parking areas, BLM will soon face replacement costs that approach the total capital investment.

The Lower Colorado River and the Imperial Sand Dunes areas support over 7 million visitor use days. This intensity of use is comparable to the use received by some areas of the National Park System. Failure to take the necessary actions could require closing the areas, resulting in a loss of the public's investment and serious health and safety hazards.

In order to ensure more effective use of maintenance funds, BLM is including a periodic maintenance schedule as part of the design requirements on all new projects. During FY 1985, BLM will maintain 436 developed campsites consisting of 4,726 "Family Units." ^{1/} An additional 5,000 picnic and undeveloped sites receive minimum maintenance to protect users' health and safety. Maintenance funds will be concentrated on the intensively used recreation areas where both visitor use and BLM's investment is the greatest.

A total of \$16,000 from this program will be used to support a share of the BLM's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Recreation Maintenance program.

^{1/} A "Family Unit" is the facility that a typical family would use at a developed campground and will normally consist of a parking space, table, fire or barbecue site with associated water, sewage, and trash facilities.

TRANSPORTATION MAINTENANCE

Objective

- ° To maintain over 9,000 miles of roads, 1,400 miles of trails, and approximately 38 major bridges on BLM-administered public lands, outside of western Oregon, in order to:
 - prevent expensive replacement or rehabilitation costs;
 - protect the government's capital investment;
 - increase the safety of the roads for public use;
 - reduce erosion; and
 - maintain the usefulness of roads for the purpose for which they were constructed.

Base program

Base funding for the Transportation Maintenance Program is \$3,275,000 and 50 FTE-T.

There are about 44,000 miles of roads, 5,000 miles of trails, and approximately 250 major bridges on public lands outside of western Oregon. Responsibility for maintaining these roads and bridges lies with the BLM. At the FY 1985 base level, the Bureau is able to:

- ° Maintain about 9,030 miles of road at an average cost of \$323 per mile;
- ° Maintain 38 bridges at a cost of \$2,030 each; and
- ° Maintain 1,406 miles of ungraded roads and trails at a cost of \$200 per mile.

About 95 percent of BLM road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- ° Grading to repair damage from erosion;
- ° Stabilization of shoulders to protect surfacing;
- ° Resealing or repaving;
- ° Replacement of individual culverts; and
- ° Repair of bridge structures.

In some cases, BLM roads are maintained by others. The principal examples are timber access roads which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM).

For BLM scheduled maintenance work, emphasis is placed on those roads, trails, and bridges that receive the greatest use and on roads which have the greatest potential for erosion if maintenance is deferred. Most of BLM's roads are

unsurfaced, and erosion will render them unusable if they are not repaired promptly. Also, many roads and trails are receiving increased usage by the public -- particularly recreation users -- and must be adequately maintained to protect user and employee safety.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>Increase (+) or Decrease (-)</u>
<u>Maintenance</u>				
Surfaced roads (miles)	644	1,000	1,000	---
Graded roads (miles)	7,161	9,030	9,030	---
Trails (miles)	1,625	1,406	1,406	---
Bridges (#)	38	38	38	---

A total of \$11,000 from this program will be used to support a share of the BLM's high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Transportation Maintenance program.

Decrease for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	3,275	2,525	-750
(FTE-T)	(50)	(50)	(---)

At the requested funding level essential maintenance will be performed on those roads, trails, and bridges receiving the heaviest use. Emergency maintenance will be provided as necessary.

<u>Workload Measure</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
<u>Maintenance</u>			
Surfaced roads (miles)	1,000	700	-300
Graded roads (miles)	9,030	6,212	-2,818
Trails (miles)	1,406	1,163	-243
Bridges (#)	38	30	-8

Distribution of change by object class

The object class detail for the proposed \$750,000 decrease is as follows:

Other services \$750,000

ENGINEERING SERVICES

Objectives

- ° Provide engineering survey and design, and other professional engineering/architectural services for the development and operation of the Bureau's physical facilities;
- ° Provide technical engineering assistance to resource management programs; and
- ° Operate one BLM sign shop (at Rawlins, Wyoming) in FY 1985.

Base program

The FY 1985 base program of \$974,000 consists of \$860,000 for engineering services and \$114,000 for the Bureau's sign-making work.

In addition to the survey and design work for buildings, roads and trails, and recreation facilities, the Bureau's engineering personnel perform a number of other services including:

- ° Dam safety review (through design, evaluation, and rehabilitation of structures); and
- ° Expert review of dam safety problems in emergency situations, bridge inspections and repairs, and road washouts.

The Bureau produces about 10,000 signs annually. If BLM does not make the signs, regulations require that the work be contracted to Prison Industries. Building the signs in-house allows BLM to meet a variety of needs, still conform to standards, and do so at a savings to the government by reducing transportation costs.

The 10,000 signs that are installed or replaced each year provide:

- ° Information to the public at Bureau office complexes and on recreational sites;
- ° Directional, location or boundary identification assistance to the public and for program management purposes by signing roads, projects and major topographic features; and
- ° Safety and interpretive signs to protect the public and help them better understand and appreciate the natural resources around them.

Energy conservation activities include performing technical surveys of 21 BLM-owned buildings and providing retrofit maintenance, such as addition of storm windows, utility system control units and other energy conservation measures.

Increase for FY 1985

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
S (FTE-T)	974 (22)	1,161 (26)	+187 (+4)

<u>Workload Measure</u>	<u>FY 1985 Base (FTE's)</u>	<u>FY 1985 Estimate (FTE's)</u>	<u>Increase (+) or Decrease (-)</u>
Facility maintenance studies	2	3	+1
Building condition surveys, including electrical, mechanical, sanitation and structural	2	3	+1
Energy conservation inspections and analyses	1	1	---
Site studies for future project needs	---	1	+1
Technical assistance on drinking water system maintenance and inspection to meet health and safety requirements	1	3	+2
Employee safety review and analysis	2	3	+1
Construction contract inspection	1	2	+1
Bridge conditions surveys and load rating (requires a registered engineer)	3	3	---
Technical assistance for R/W stipulations compliance and design approval for energy and minerals programs	2	2	---
Technical assistance for transportation systems management	1	1	---
Dam safety inspections and analyses	1	1	---
Sign production	<u>6</u>	<u>3</u>	<u>-3</u>
TOTAL	22	26	+4

The workload measures shown above for FY 1985 Base and FY 1985 Estimate are the current best estimate of priorities, demands and tasks which will require professional engineering assistance. Also, the same skilled individuals who would work on these tasks will work an equal or greater portion of their time providing engineering assistance to range, wildlife, coal, and geothermal projects and be paid from those subactivities.

In FY 1985 the Bureau plans to consolidate Bureau sign construction work at one sign shop facility. This will require closing the sign shop in Kingman, Arizona, and the consolidation of all sign-making operations in the sign shop at Rawlins, Wyoming. There will be a one-time cost of closing the Kingman sign shop of approximately \$44,000. Closing of one sign shop will permit the Bureau to reallocate funds to other higher priority engineering services requirements.

Distribution of change by object class

The object class detail for the proposed increase of \$187,000 and 4 FTE-T is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	4	\$100,000
Personnel benefits		14,000
Travel and transportation of persons		10,000
Transportation of things		4,000
Rents, communications and utilities		6,000
Other services		48,000
Supplies and materials		<u>5,000</u>
Total		\$187,000

Activity Summary

Activity: General Administration

<u>Subactivity</u>	(Dollars in thousands)					Increase (+) or Decrease (-) 1985 Est. over 1985 Base
	FY 1983 Actual (B.A.)	FY 1984 Approp. Enacted	FY 1984 Revised Estimate	FY 1985 Base	FY 1985 Estimate	
General Administration	\$ 75,865	\$ 81,302	\$ 81,302	\$ 85,569	\$ 85,429	\$ -140
Total	75,865	81,302	81,302	85,569	85,429	-140

Justification of Program and Performance

Activity: General Administration

(dollar amounts in thousands)						
<u>Program Element</u>		1984	<u>FY 1985</u>	<u>FY 1985</u>	<u>Inc. (+)</u>	<u>Inc. (+)</u>
		<u>Approp.</u>				
		<u>Enacted</u>	<u>Base</u>	<u>Estimate</u>	<u>Dec. (-)</u>	<u>Dec. (-)</u>
		<u>to Date</u>			<u>from 1984</u>	<u>from Base</u>
Executive and						
Managerial	\$	5,781	5,903	5,903	+122	---
Direction	(FTE-T)	(103)	(103)	(103)	(---)	(---)
Equal Employment	\$	2,040	2,132	2,132	+92	---
Opportunity	(FTE-T)	(77)	(77)	(77)	(---)	(---)
Administrative						
Services and	\$	33,266	34,593	34,593	+1,327	---
Support	(FTE-T)	(1,120)	(1,120)	(1,120)	(---)	(---)
Bureauwide Fixed	\$	40,215	42,941	42,801	+2,586	-140
Costs	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	\$	81,302	85,569	85,429	+4,127	-140
	(FTE-T)	(1,300)	(1,300)	(1,300)	(---)	(---)

Authorization

43 U.S.C. 1713, 1748 P. L. 94-579	The Federal Land Policy and Management Act (FLPMA) of 1976, Section 301, outlines the functions of the BLM Directorate and provides for administration of the public lands through the Bureau of Land Management, which was established by Section 403 of the Reorganization Plan No. 3 of 1946 (43 U.S.C. 1451, note).
42 U.S.C. 2000	Civil Rights Act of 1964, as amended requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.
Executive Order 11478	Requires that affirmative program of equal employment opportunity for all employees and applicants for employment be established and maintained.
P.L. 97-177	Prompt Payment Act of 1982 requires that agencies meet certain deadlines in paying invoices from vendors and include specified payment requirements in procurement documents when they are issued. In addition, the act requires the payment of interest penalties when invoices are not paid on time.

Funding Sources

Funding of the general administration expenses of the Bureau is provided from two sources: (1) the direct appropriation of funds provided from this activity and (2) credits from indefinite appropriation accounts, reimbursements, and allocation accounts. In FY 1985, the total funding from all sources is estimated as follows:

Fund Source Table
(dollar amounts in thousands)

<u>Source</u>	<u>FY 1983</u> <u>Actual</u>	<u>FY 1984</u> <u>Estimate</u>	<u>FY 1985</u> <u>Estimate</u>
General Administration activity, MLR	\$75,865	\$81,302	\$85,429
MLR-Reimbursements	1,020	1,100	1,100
Range Improvements appropriation	600	600	600
Payments in Lieu of Taxes appropriation	200	200	200
Service Charges, Deposits, & Forfeitures appropriation	380	1,160	1,160
Road Maintenance-Permanent appropriation	225	270	270
Trust Funds	22	35	35
Allocation Accounts from other agencies	64	64	64
Total Available for Administrative Expenses	\$78,376	\$84,731	\$88,858

Objectives

The objectives of the General Administration activity are:

- ° To provide the general administrative support required by all Bureau programs and organizational levels in order to function effectively. These services are executive and managerial direction, equal employment opportunity programs, fiscal management, records and directives management, budget and program development, personnel administration, procurement and contracting services, property management, and funding for a variety of fixed costs.
- ° To provide this necessary general administrative support at the lowest possible cost. The FY 1985 funding level for General Administration is only 14.6 percent of the total FY 1985 budget (excluding the firefighting supplemental) for the BLM. This percentage is well within recognized acceptable limits for administrative costs and efficiencies.

EXECUTIVE AND MANAGERIAL DIRECTION

	<u>FY 1984</u>		<u>FY 1985</u>		<u>FY 1985</u>		<u>Increase(+)</u>	
			<u>Base</u>		<u>Estimate</u>		<u>Decrease(-)</u>	
	<u>(\$000)</u>	<u>FTE-T</u>	<u>(\$000)</u>	<u>FTE-T</u>	<u>(\$000)</u>	<u>FTE-T</u>	<u>From Base</u>	
<u>Executive & Managerial</u>								
<u>Direction</u>	\$ 5,781	103	\$5,903	103	\$5,903	103	---	---
Executive Direction -								
Headquarters Office	948	15	969	15	969	15	---	---
State Offices/DSC	2,552	41	2,605	41	2,605	41	---	---
Managerial Direction -								
District Offices	2,281	47	2,329	47	2,329	47	---	---

FY 1985 program

Executive and Managerial Direction is funded at \$5,903,000 and 103 FTE-T at both the FY 1985 Base and Estimate levels. This level provides for the executive and general managerial direction of all BLM programs and activities, irrespective of the sources of financing for those programs.

The Bureau Directorate level positions at the Headquarters Office funded by this program are the Director, the Associate Director, four Special Assistants to the Director, three Deputy Directors, the Assistant Director - Administration, and their immediate office secretaries. The other Bureau Assistant Directors and their staffs are funded by the budget activities and programs for which they are responsible.

The Bureau Directorate is responsible for developing general and specific managerial and administrative policy and programs for the Bureau, and for providing direction to 12 State Offices, the Service Center, and the Boise Interagency Fire Center. The Directorate also represents the Bureau and its resource management programs in relations with the Department, Congress, other Federal agencies, international organizations, the media, the press, and members of the general public.

The executive direction positions in the State Offices include the 12 State Directors, the associate State Directors, and their immediate office secretarial support. This State directorate level is responsible for implementing national policy by providing procedural and program guidance and ensuring consistent application and implementation of Bureau policy and procedures through direction of program operations within their areas of jurisdiction.

The Service Center Director ensures that technical and administrative support is provided to Headquarters, State and district office operational programs.

District managers provide managerial direction in each of the Bureau's district offices. They are responsible for implementing programs and conducting on-the-ground operations within the parameters of national and State policy direction but have the flexibility to tailor specific implementation measures to fit local conditions and achieve program goals to best meet the local resource management needs.

EQUAL EMPLOYMENT OPPORTUNITY

	<u>FY 1984</u>		<u>FY 1985 Base</u>		<u>FY 1985 Estimate</u>		<u>Increase + Decrease - From Base</u>	
	<u>(\$000)</u>	<u>FTE-T</u>	<u>(\$000)</u>	<u>FTE-T</u>	<u>(\$000)</u>	<u>FTE-T</u>	<u>(\$000)</u>	<u>FTE-T</u>
<u>Equal Employment Opportunity</u>	\$2,040	77	\$2,132	77	\$2,132	77	---	---
Headquarters Office	490	13	512	13	512	13	---	---
Field	1,550	64	1,620	64	1,620	64	---	---

FY 1985 program

The FY 1985 program for Equal Employment Opportunity is \$2,132,000 and 77 FTE-T at both the FY 1985 Base and Estimate levels.

The Bureau EEO Officer at Headquarters reports directly to the Bureau Director and is responsible for development, implementation, and evaluation of the Bureau's EEO program.

Field level EEO Officers report directly to State/Office Directors and perform similar functions within their areas of responsibility.

The Bureau's Equal Employment Opportunity program provides for compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, the Civil Service Reform Act, Departmental Directives, and related statutes, regulations and orders to ensure nondiscrimination in Bureau hiring and employment practices. The program provides for the processing of EEO discrimination complaints, the coordination of the Federal Equal Opportunity Recruitment Program (FEORP) and other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, the Hispanic Employment Program, and outreach efforts to bring qualified minorities and women into significant roles in the Bureau's workforce by utilizing cooperative education and other agreements with institutions of higher education. Also, managers are assisted in the identification and utilization of opportunities for the career development of minorities and women in the workforce. EEO training expertise provides required EEO related training based on need-specific requirements.

Pursuant to Executive Order 12320, the Bureau Director has established the Historically Black Colleges and Universities Program Initiative as a key component of Civil Rights Compliance responsibility of the Office of Equal Employment Opportunity. Four of the five programmatic areas identified by the Director, Office of Historically Black Colleges and Universities Programs, (i.e., Education and Training, Special Projects, Public Information, and Private Sector Involvement) will be funded in FY 1985.

Preliminary planning and pilot implementation have been completed to extend field participation and involvement in Title VI compliance, specifically, Recreation and Public Purposes Act interests, and in Title VII work. The program is emphasizing professional conflict management capabilities to further increase cost effectiveness in the management and adjudication of civil rights issues as a means of reducing the extreme expenses often associated with litigation in the past.

Accomplishments and projected workload include:

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base and Estimate</u>
Informal complaints	330	360	360
Formal complaints	50	55	55
Complaints resolved/adjusted	33	38	38
Women/minorities in targeted occupations	325	350	350
EEO counselors trained	30	45	45
Administrative inquiries performed	5	8	8
Participants - upward mobility program	54	64	64

ADMINISTRATIVE SERVICES AND SUPPORT

	<u>FY 1984</u>		<u>FY 1985 Base</u>		<u>FY 1985 Estimate</u>		<u>Increase(+) or Decrease(-)</u>	
	<u>(\$000)</u>	<u>FTE-T</u>	<u>(\$000)</u>	<u>FTE-T</u>	<u>(\$000)</u>	<u>FTE-T</u>	<u>(\$000)</u>	<u>FTE-T</u>
<u>Administrative Services and Support</u>	<u>\$33,266</u>	<u>1,120</u>	<u>\$34,593</u>	<u>1,120</u>	<u>\$34,593</u>	<u>1,120</u>	<u>---</u>	<u>---</u>

The distribution among the subelements of administrative support is as follows:

	<u>FY 1984</u>		<u>FY 1985 Base</u>		<u>FY 1985 Estimate</u>		<u>Increase (+) or Decrease (-)</u>	
<u>Supplement</u>	<u>(\$000)</u>	<u>FTE-T</u>	<u>(\$000)</u>	<u>FTE-T</u>	<u>(\$000)</u>	<u>FTE-T</u>	<u>(\$000)</u>	<u>FTE-T</u>
Public Information & Involvement	1,061	28	1,102	28	1,102	28	---	---
Budget & Programming	2,781	81	2,891	81	2,891	81	---	---
Procurement & Property Management	14,395	484	14,971	484	14,971	484	---	---
Personnel, Training, and Safety	7,777	252	8,086	252	8,086	252	---	---
Finance	2,509	97	2,610	97	2,610	97	---	---
Records & Directives Management	3,414	143	3,553	143	3,553	143	---	---
Other Management Support	<u>1,329</u>	<u>35</u>	<u>1,380</u>	<u>35</u>	<u>1,380</u>	<u>35</u>	<u>---</u>	<u>---</u>
TOTAL	33,266	1,120	34,593	1,120	34,593	1,120	---	---

FY 1985 program

The Administrative Services and Support element provides basic services essential to effective accomplishment by the entire Bureau organization for ongoing operations and mission objectives. The element constitutes

only 11.1 percent of the Bureau's total FTE complement and requires only 8.6 percent of the total amount of the Bureau's direct operating appropriations (Management of Lands and Resources, Construction and Access, Land Acquisition, and Oregon and California Grant Lands). The various subelements of the program are described below:

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase(+) or Decrease(-)	
	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T
<u>Public Information and Involvement</u>	\$1,061	28	\$1,102	28	1,102	28	---	---
Headquarters Office	667	17	693	17	693	17	---	---
Field	394	11	409	11	409	11	---	---

At the headquarters level, the Public Affairs staff is responsible for the Bureauwide program development and oversight of policies and practices for involving the public in Bureau decisions and for developing and maintaining productive working relationships with other Federal, State, and local agencies and user groups. It develops and provides guidance for Bureauwide formal cooperative agreements with such agencies and groups and manages the Bureau's publications program.

The staff also provides public information at the National level as well as for the headquarters office and provides advice to field line managers on public affairs media relations and information matters. It ensures that appropriate channels are available for communicating with both public land users and the general public about resource issues.

At the field level, the public affairs staffs provide overall program assistance, support and guidance to State directors and district managers in the same program areas addressed by the Headquarters office. Direct informational and public participation efforts in support of individual program requirements are funded by the benefiting activity or subactivity.

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase(+) or Decrease(-)	
	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T
<u>Budget and Programming</u>	\$2,781	81	\$2,891	81	\$2,891	81	---	---
Headquarters Office	867	26	901	26	901	26	---	---
Field	1,914	55	1,990	55	1,990	55	---	---

All Bureau organizational units and levels have some role to perform in BLM's budgeting and programming efforts. The Headquarters Budget Office staff is responsible for the development, preparation, presentation, and accuracy of the Bureau's budget estimates and justifications. They prepare, monitor, and analyze data for program and budget documents, including the Annual Work Plan, the Operating Budget, the President's Budget, program "packages" for the out-year budget development, and the Four-Year Authorization. The Budget Office staff is also responsible for budget execution, ensuring compliance with the provisions of the Appropriations Acts and for fund control to prevent over-obligation of funds. The staff prepares cost and manpower estimates, supplemental and reprogramming requests, and status of requirements. The

Budget Office is supported in this effort by program specialists from each part of the Headquarters organization relative to their programs' budgetary requirements. The portion of this supporting effort at the Headquarters level related to General Administration functions is also carried in this program element.

In the field, the personnel necessary to operate various phases of budget formulation and execution for their organizational units are located in the State and district offices and the Service Center. The funds identified above include only the costs of that budget and programming work performed on a Bureauwide or officewide basis. Budget and programming work required in direct support of individual programs is funded by the benefiting activity or subactivity.

	FY 1984		FY 1985		FY 1985		Increase(+) or Decrease(-)	
	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T
<u>Procurement and</u>								
Property Management	14,395	484	\$14,971	484	\$14,971	484	---	---
Headquarters Office	2,594	42	2,698	42	2,698	42	---	---
Field	11,801	442	12,273	442	12,273	442	---	---

At the Headquarters level, the procurement and property management staffs:

- ° Plan and direct the Bureau's procurement, space management, and property management to ensure responsiveness to program needs and coordination with other Bureau programs;
- ° Provide program direction, goal development, and liaison with other governmental and private organizations for the Bureau's Small and Disadvantaged Business Utilization Program;
- ° Develop directives and other guides regarding procurement and property management functions to ensure conformity with Federal laws and regulations;
- ° Identify needs for regulatory changes and provide advice and assistance to the Department in their preparation;
- ° Process and issue contracting officer warrants for the Bureau;
- ° Maintain liaison with vendors, manufacturers, and trade associations to stay abreast of new technology and market development in Bureau procurement areas; and
- ° Provide operational general services such as purchasing, space management, printing management, duplicating services, and mail routing and processing for the Headquarters Office.

At the field level, the procurement and property management staffs implement these various systems and manage the operational aspects of procurement, property management, and space management required to support the organization's functions. This element also provides for receiving, routing and delivering mail and correspondence sent to and initiated within the Bureau.

Procurement and contracting organizations at all levels of BLM purchased goods and services totaling about \$72 million in FY 1983. The Headquarters procurement staff processed about \$3.6 million. Contracting for the Western States (except Oregon) and Alaska is consolidated in the Denver Service Center, which awarded contracts for construction, studies, supplies, and services totaling \$26.1 million. The Oregon State Office awarded contracts totaling \$5.6 million. State and district office procurement staffs processed a total \$36.7 million in small purchase transactions under \$10,000 each.

The BLM property management workload includes inventory and control of:

- ° Capitalized and Major Noncapitalized Equipment
Approximately 100,000 items valued at \$112 million (acquisition value).
- ° Stores Account
Regular Operating Stores - Approximately \$4 million acquisition value. Fire Stores at BIFC, and Fairbanks, Alaska - Approximately \$10 million in acquisition value.
- ° Motor Vehicle and Heavy Equipment Management
BLM-Owned - Approximately 1,850 motor vehicles and 500 self-propelled equipment units (tractors, road graders, forklifts, snowmobiles, etc.)
GSA-Motor Pool Assignments - Approximately 3,200 motor vehicles.
- ° Real Property
BLM Owned:
779 separate installations for program administration and management with 1,552 buildings containing 1.8 million square feet.
- ° GSA Lease (FY 1985)
1.5 million square feet of office space
3.2 million square feet of storage, parking, and other space

	FY 1984		FY 1985		FY 1985		Increase(+) or Decrease(-)	
	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T
<u>Personnel, Training and Safety</u>	\$7,777	252	\$8,086	252	\$8,086	252		
Headquarters Office	1,226	38	1,275	38	1,275	38		
Field	6,551	214	6,811	214	6,811	214		

The Headquarters office personnel, training and safety staffs formulate objectives, policies, and guidelines for Bureauwide activities. More specifically, the staffs:

- ° Develop comprehensive personnel management programs covering all personnel functional areas to meet BLM mission accomplishment in

compliance with laws, regulations, and public policies. This includes programs and policies for operating personnel offices in the Headquarters offices, the Service Center, each State office, and other Bureau offices where personnel authority is currently delegated;

- ° Develop policies and programs to implement provisions of the Civil Service Reform Act of 1978, including Merit Pay for supervisors and the Senior Executive Service;
- ° Develop policies and programs to implement the Bureau's Performance Improvement Systems, Incentive Awards Program, orientation, training, and planned employee development activities;
- ° Develop policies and programs to carry out Bureau responsibilities for: position classification; merit promotion and internal placement plans; upward mobility; cooperative education; summer and seasonal employment; Federal Equal Opportunity Recruitment Program; and special emphasis programs designed to address the employment needs of handicapped, disadvantaged, underutilized and others identified by statute or regulations;
- ° Develop policies, programs, and objectives for the Bureau's international cooperative and technical assistance programs;
- ° Provide technical advice and assistance for Bureau technical training courses and training centers, including providing technical criteria and procedures on a Bureauwide basis. Provide executive and management training and other special programs such as the Presidential Management Intern Program; and
- ° Develop, administer, and evaluate a program to further the occupational health and safety of Bureau employees and the safety of public land visitors.

The Headquarters, Service Center, and State office personnel staffs provide the following to subordinate offices:

- ° Technical advice and assistance to line management concerning labor relations activities that involve bureau offices and employees. Over 2,500 Bureau employees are represented by two unions at 18 geographic locations. Additionally the National Federation of Federal Employees has been accorded a National Consultation Right since they represent more than 10 percent of Bureau employees. This requires the Bureau to inform the union of any substantive change in conditions of employment proposed by BLM management and to consider their views and recommendations prior to final implementation; and
- ° Counseling of employees including advice, assistance, interpretation, and guidance to employees concerning interpretation of the Department's regulations relating to responsibilities, conduct, and employee rights. Conduct technical review of and make recommendations regarding employee complaints, adverse actions or grievance cases on appeal to the Director. Of particular importance is the conflict of interest program which

Bureauwide entails the services of 2 full time and 15 collateral duty employees to personally contact 3,500 employees to obtain 4,500 forms related to financial disclosure requirements under 6 statutes.

The servicing personnel offices and safety specialist in each State office and other field office carries out the operational aspects of the program, which include:

- ° Staffing and organizational analysis and classification of 7,540 positions;
- ° Processing 31,600 personnel actions and issuing 1,980 vacancy announcements;
- ° Supervising the process of selecting, appointing, and releasing employees in the work force;
- ° Determining training needs and advising supervisors on training opportunities;
- ° Developing and managing a program that ensures that employees receive proper orientation and the training needed to perform assigned duties at an acceptable level of performance;
- ° Providing information on employee benefits and awards;
- ° Handling 263 employee grievances and complaints; and
- ° Developing and maintaining safety awareness and loss control programs that effectively reduce injury and property damage losses.

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase(+) or Decrease(-)	
	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T
<u>Finance</u>	<u>\$2,509</u>	<u>97</u>	<u>\$2,610</u>	<u>97</u>	<u>\$2,610</u>	<u>97</u>	<u>---</u>	<u>---</u>
Headquarters Office	396	13	412	13	412	13	---	---
Field	2,113	84	2,198	84	2,198	84	---	---

The Headquarters finance staff directs the operation and improvement of the Bureau's integrated appropriation/cost accounting system to meet all managerial and legal accounting and financial management requirements. Specifically the staff:

- ° Develops and provides guidance, implements and reviews accounting policies and procedures to maintain an efficient accounting system that meets the internal financial management requirements of the Bureau that is fully integrated with the Bureau's budgeting system, and is consistent with the requirements of the General Accounting Office, the Office of Management and Budget, the Department of Treasury, General Services Administration, and the Office of the

Secretary. Continuing Treasury and OMB innovations relating to cash transactions and reporting have necessitated frequent revisions to the automated financial management system and internal control mechanisms;

- ° Provides policy, program guidance, and technical assistance on financial control systems to Headquarters program offices, field offices, and the Service Center, with particular emphasis on fund accountability, accounting systems, receipt collections, payroll, voucher auditing, and making disbursements to meet Departmental and Federal accounting requirements;
- ° Provides guidance and technical assistance for Bureauwide cost recovery programs and monitors billings and recovery of funds on major rights-of-way projects;
- ° Develops policies, provides technical advice, and implements systems and procedures for processing and recording receipts from sales and leases of lands administered by the Bureau and the disposition of these funds, payments, and loans to State and local governments;
- ° Administers and develops programs and policies to implement and maintain systems procedures for payments made by the Federal Government under the provisions of the Payments in Lieu of Taxes Act (P.L. 94-565), as amended, and provides advice, guidance and coordination with Federal, State and local government officials;
- ° Oversees reconciliation of reports and records in accordance with principles and standards promulgated by the Comptroller General;
- ° Monitors Bureau activities for accounting and reporting cash collections, disbursements, and payroll to ensure compliance with legal and administrative requirements; and
- ° Investigates and processes tort claims.

The Service Center (DSC) financial operations division processes financial documents that have been initiated at other field offices and maintains the Bureau's system of accounts and financial management reports. Finance staffs at Headquarters and DSC and administrative personnel at the field offices initiate and process approximately 100,000 billing and payment documents and 1.2 million payroll actions each year and will collect and deposit receipts totaling \$289 million in FY 1985. The Bureau fully complies with the Prompt Payment Act and incurs only 20 interest penalties per year amounting to about \$1,000.

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase(+) or Decrease(-)	
	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T
Records and Directives Management	\$3,414	143	\$3,553	143	\$3,553	143	---	---
Headquarters Office	216	7	225	7	225	7	---	---
Field	3,198	136	3,328	136	3,328	136	---	---

The directives management staff in the Headquarters office operates the Bureauwide directives and forms management processes and maintains standards and procedures for issuing BLM manuals. Records management staffs at all organizational levels maintain official files and correspondence in accordance with the Bureau paperwork management system. These central file systems contain 73,400 cubic feet of files and correspondence and 36,319 cubic feet of library reference material. The DSC staff provides guidance, training and quality control.

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase(+) or Decrease(-)	
	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T
Other Management Support	\$1,329	35	\$1,380	35	1,380	35	---	---
Headquarters Office	1,329	35	1,380	35	1,380	35	---	---

This category includes the Headquarters staffs that support the directorate and field level executives on matters involving congressional liaison, legislation and regulatory management, program evaluation, and management analysis. The cost and FTE breakdown for other management support includes the following:

	FY 1984		FY 1985 Base		FY 1985 Estimate		Increase(+) or Decrease(-)	
	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T	(\$000)	FTE-T
Congressional Liaison	\$174	3	\$181	3	\$181	3	---	---
Support Staffs	1,155	32	1,199	32	1,199	32	---	---

BUREAUWIDE FIXED COSTS

FY 1985 program

The Bureauwide Fixed Costs element provides funding for a number of non-personnel-related operating costs and charges which are computed on a rate basis or by another agency and which must be paid by the Bureau for services or utilities which the Bureau is required to use in order to function. These costs benefit all programs and functions and are not variable in relation to program activity but rather are charged at fixed or standard rates. For these reasons, these costs are displayed and funded as a single sum in this category.

The individual items that comprise the Bureauwide Fixed Costs element with amounts for FY 1984, FY 1985 Base, FY 1985 Estimate, and Increase (+) or Decrease (-) of the FY 1985 estimate over FY 1985 base are displayed below:

(dollar amounts in thousands)

<u>Cost Item</u>	<u>FY 1984</u> <u>Approp.</u>	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Increase(+)</u> <u>or</u> <u>Decrease(-)</u>
Space Rental (SLUC)	21,984	23,567	23,567	---
General Purpose Wire Communications	(7,963)	(7,963)	(8,082)	(+119)
FTS	3,505	3,505	2,992	-513
Commercial Telephone	4,196	4,196	4,810	+614
Facsimile Equipment	262	262	280	+18
Transfer of Duty Station Moves	4,230	4,230	3,883	-347
Mail and Postal Service	3,620	3,620	4,150	+530
Injured Employee Compensation	1,704	1,726	1,726	---
Employee Unemployment Compensation	200	1,342	900	-442
Departmental Services	514	493	493	---
Total, Fixed Costs	\$40,215	\$42,941	\$42,801	-140

Item Description:

Space Rental - The FY 1985 level is \$23,567,000 at both the Base and Estimate. This amount is the estimate of GSA's Standard Level User Charge (SLUC) for rental of office, warehouse, storage, and other facilities in FY 1985 which are occupied by BLM. The amount of \$23,567,000 represents a 7 percent increase over the FY 1984 level because of a large backlog of pending requests for space.

The estimate also includes \$112,950 for the purchase of an office building in Montrose, Colorado on October 1, 1984. The Bureau currently leases this building through GSA from a private owner. GSA performed an economic analysis which projected a savings to the Government if the purchase option is exercised. Their analysis indicated a 35 percent savings could be achieved over the 1984-1994 period by purchasing and maintaining the Montrose building directly as compared to leasing. GSA will purchase the property and transfer custody to the Bureau as soon as all documents are completed and reviewed. BLM will reimburse GSA for this cost.

General Purpose Wire Communications - FY 1985 Base \$7,963,000; FY 1985 Estimate \$8,082,000; increase of \$119,000.

This cost includes:

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
FTS charge	3,505	2,992	-513
Commercial telephone	4,196	4,810	+614
Facsimile equipment	262	280	+18

The FTS estimate was provided by GSA, along with a statement that changing tariff rates will increase costs substantially over the next year or so. The decrease in the base amount reflects the Bureau's reduced usage of FTS service.

The increase of \$614,000 for commercial service is to cover the tariff rate increase for phone service that will be assessed by the various local phone companies. These new rates became effective January 1, 1984 as a result of the AT&T divestiture.

Transfer of Duty Station Moves - FY 1985 Base \$4,230,000; FY 1985 Estimate \$3,883,000. Decrease of \$347,000.

This cost item includes an increase of \$448,000 to cover estimated additional transfer and moving costs allowed by P.L. 98-151, and a reduction of \$795,000 for one-time costs incurred during FY 1984 that related to the BLM/MMS merger and consolidation of onshore minerals management functions.

The BLM/MMS merger created a consolidation of the onshore minerals program responsibilities into BLM, and consequently required some organizational realignments at both the field and headquarters levels. This required moving some BLM and MMS personnel into new locations during FY 1984. The \$795,000 needed to fund these moves is a reduction to the FY 1985 Estimate.

Public Law 98-151, signed on November 14, 1983, provided for significant increases in moving allowances for Federal employees including several significant new relocation benefits. The provisions of this Act will subsequently increase the costs of transferring employees. At present, we estimate that the additional FY 1985 need will be \$448,000; however, more accurate data will be obtained only after more experience is gained in implementing the Act and its regulations.

Mail and Postal - FY 1985 Base \$3,620,000; FY 1985 Estimate \$4,150,000. Increase of \$530,000.

The U.S. Postal Service (USPS) assesses the Bureau for mail and postal costs. Costs are based on an annual volume of approximately 21 million pieces of mail. The USPS governing board voted recently to seek a rate increase of approximately 15 percent that is expected to go into effect on October 1, 1984. The proposed increase of \$530,000 is needed to cover this rate increase.

Injured Employee Compensation - FY 1985 Base and Estimate is \$1,726,000.

Estimates have been provided by the Department of Labor, Office of the Assistant Secretary for Employment Standards, for costs of compensation and medical benefits paid to current and former BLM employees who were injured on the job. These amounts are reimbursed to the Department of Labor, Employee Compensation Fund.

Employee Unemployment Compensation - FY 1985 Base \$1,342,000; FY 1985 Estimate \$900,000. Decrease of \$442,000.

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund by each Federal agency. Amounts billed for the first two quarters of FY 1983 totaled \$800,781.

The FY 1985 estimate is based on billings received for FY 1983 and an expected reduction in the unemployment rate as the economic situation and employment market continues to improve.

Departmental Services - FY 1985 Base and Estimate is \$493,000.

The Department annually assesses each Interior Bureau and Office a share of common services provided such as health services, building security, library, printing services, etc. The estimate is provided by the Office of the Secretary as the Bureau's share of the cost of these services.

Distribution of change by object class

The object class detail for the \$140,000 decrease is as follows:

Personnel benefits	- \$250,000
Travel and transportation of persons	- 70,000
Transportation of things	- 469,000
Communications, utilities, and other rent	+ 649,000
Total	- \$140,000

Bureau of Land Management

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Management of Lands and Resources

Object Class	1985 Base		1985 Estimate		Inc.(+) or Dec.(-)	
	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 Permanent positions	7,306	187,835	7,320	188,135	+14	+300
11.3 Positions other than permanent 1/.....	1,289	19,140	1,292	19,200	+3	+60
11.5 Other personnel compensation 2/.....	(262)	5,910	(262)	5,910	(---)	---
11.8 Special personal services payments	---	200	---	200	---	---
Total personnel compensation	8,595	213,085	8,612	213,445	+17	+360
Other Objects						
12.1 Personnel benefits		30,994		30,805		-189
21.0 Travel & transportation of persons		12,680		12,000		-680
22.0 Transportation of things		9,687		8,339		-1,348
23.1 Standard level user charges		23,567		23,567		---
23.2 Communications, utilities, and other rent		15,740		16,440		+700
24.0 Printing and reproduction		1,905		1,500		-405
25.0 Other services		32,598		22,837		-9,761
26.0 Supplies and materials		17,330		15,200		-2,130
31.0 Equipment		6,270		5,500		-770
32.0 Lands and structures		5,500		3,500		-2,000
41.0 Grants, subsidies, and contributions		1		1		---
42.0 Insurance claims and indemnities		25		25		---
Total requirements		369,382		353,159		-16,223

1/ FTE-OTP = FTE-T (-) FTE-P

2/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code	19 83 actual	19 84 estimate	19 85 estimate
14-1109-0-1-302			
<u>Program by activities:</u>			
Direct program:			
1. Energy and minerals management.....	65,303	75,325	82,294
2. Lands and realty management.....	36,131	40,920	37,381
3. Renewable resource management.....	108,357	98,362	87,959
4. Planning and data management.....	20,730	22,805	22,209
5. Cadastral survey.....	20,989	23,547	20,281
6. Firefighting and rehabilitation....	49,021	4,750	4,750
7. Technical services.....	12,448	12,590	12,856
8. General administration.....	75,700	81,302	85,429
Total direct program.....	388,679	359,601	353,159
Reimbursable program.....	11,756	15,000	15,000
10.00 Total obligations.....	400,435	374,601	368,159

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302	83 19 actual	84 19 estimate	85 19 estimate
<u>Financing:</u>			
Offsetting collections from:			
11.00 Federal funds.....	-8,691	-11,000	-11,000
14.00 Non-Federal sources	-3,064	- 4,000	-4,000
22.40 Unobligated balance transferred, net	-5,500	---	---
25.00 Unobligated balance lapsing	669	---	---
39.00 Budget authority	383,849	359,601	353,159
<u>Budget authority:</u>			
40.00 Appropriation	334,821	359,601	353,159
42.00 Transferred from other accounts.	49,028	---	---
43.00 Appropriation (adjusted)	383,849	359,601	353,159
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net	388,681	359,601	353,159
72.40 Obligated balance, start of year.....	90,843	67,049	68,844
74.40 Obligated balance, end of year	-67,046	-68,344	-70,610
77.00 Adjustments in expired accounts	-4,009	---	---
90.00 Outlays.....	408,469	357,803	351,393
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code	1983 actual	1984 estimate	1985 estimate
14-1109-0-1-302			
<u>Direct obligations</u>			
Personnel compensation:			
11.1 Full-time permanent.....	179,287	185,771	188,135
11.3 Other than full-time permanent ..	18,250	18,912	19,200
11.5 Other personnel compensation.....	7,743	5,910	5,910
11.8 Special personal services payments.....	2,661	200	200
11.9 Total personnel compensation ..	207,941	210,793	213,445
12.1 Personnel benefits: Civilian	31,245	31,619	30,805
21.0 Travel and transportation of persons.....	13,398	12,000	12,000
22.0 Transportation of things.....	11,979	9,000	8,339
23.1 Standard level user charges.....	16,236	21,938	23,567
23.2 Communications, utilities, and other rent.....	15,773	15,030	16,440
24.0 Printing and reproduction.....	1,893	1,500	1,500
25.0 Other services.....	57,766	32,095	22,837
26.0 Supplies and materials.....	17,119	16,000	15,200
31.0 Equipment.....	7,565	5,100	5,500
32.0 Lands and structures.....	7,737	4,500	3,500
41.0 Grants, subsidies, and contri- butions.....	---	1	1
42.0 Insurance claims and indemnities	27	25	25
99.0 Subtotal, direct obligations	388,679	359,601	353,159

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code	1983 actual	1984 estimate	1985 estimate
14-1109-0-1-302			
<u>Reimbursable obligations</u>			
Personnel compensation:			
11.1 Full-time permanent.....	3,278	2,939	2,939
11.3 Other than full-time permanent...	1,449	1,300	1,300
11.5 Other personnel compensation.....	264	231	231
11.8 Special personal services payments.....	32	---	---
11.9 Total personnel compensation...	5,023	4,470	4,470
12.1 Personnel benefits: Civilian....	803	715	715
21.0 Travel and transportation of persons.....	959	600	600
22.0 Transportation of things.....	269	300	300
23.1 Standard level user charges.....	---	---	---
23.2 Communications, utilities, and other rent.....	414	450	450
24.0 Printing and reproduction.....	75	50	50
25.0 Other services.....	2,067	6,415	6,415
26.0 Supplies and materials.....	1,578	1,700	1,700
31.0 Equipment.....	222	200	200
32.0 Lands and structures.....	345	100	100
42.0 Insurance claims and indemnities.....	1	---	---
99.0 Subtotal, reimbursable obligations.....	11,756	15,000	15,000
99.9 Total obligations.....	400,435	374,601	368,159

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code 14-1109-0-1-302	1983 actual	1984 estimate	1985 estimate
<u>Direct:</u>			
Total number of permanent positions	7,793	8,069	8,082
Total compensable workyears:			
Full-time equivalent employment .	8,230	8,579	8,589
Full-time equivalent of overtime and holiday hours	262	262	262
Average ES salary.....	62,894	62,894	62,894
Average GS/GS grade.....	9.17	9.17	9.17
Average GS/GM salary.....	25,153	25,153	25,153
<u>Reimbursable:</u>			
Total number of permanent positions	145	129	129
Total compensable workyears:			
Full-time equivalent employment .	223	200	200
Full-time equivalent of overtime and holiday hours	8	7	7
Average GS/GM grade.....	9.17	9.17	9.17
Average GS/GM salary.....	25,153	25,153	25,153

CONSTRUCTION AND
ACCESS

Appropriation Summary Statement

Appropriation: Construction and Access

This appropriation provides funds to meet two major objectives:

- ° To construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of public lands, and for providing physical access to these lands.
- ° To open Federal lands to public access for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation).

No construction projects are planned for FY 1985. An amount of \$1,228,000 is requested for access purposes to obtain 122 easements across non-Federal land to BLM-managed lands.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

CONSTRUCTION AND ACCESS

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$1,200,000], \$1,228,000 to remain available until expended.

(43 U.S.C. 1701, 1715, 1762; Public Law 98-146, making appropriations for the Department of the Interior and related agencies, 1984.)

Appropriation Language Citations

Appropriation: Construction and Access

1. For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$1,200,000] \$1,228,000 to remain available until expended.

43 U.S.C. 1701

43 U.S.C. 1715

43 U.S.C. 1762

P.L. 98-146

43 U.S.C. 1701 provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value of the use of the public lands and their resources; for establishing uniform procedures for disposals, acquisitions, and exchanges; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire by purchase, exchange, donation, or eminent domain (for access to public lands only), land and interest in lands.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the public lands which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

P.L. 98-146, the FY 1984 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1984.

BUREAU OF LAND MANAGEMENT

Budgetary Resources for Construction and Access

Account: Construction and Access (14-1110-0-1-302)

FY 1984 Budgetary Status

Budget authority available:

Appropriation realized	1,200,000
Prior-year unobligated balance brought forward	867,000
Transferred from other accounts <u>1/</u>	<u>500,000</u>

Total budget authority available for obligation 2,567,000

Less anticipated obligations (by activity):

1. Construction	---
2. Access	<u>1,300,000</u>

Total anticipated obligations. -1,300,000

FY 1985 Request

Anticipated unobligated balance brought forward. 1,267,000

Plus increases proposed (by activity):

1. Construction	---
2. Access	<u>1,228,000</u>

Total increase proposed 1,228,000

Total anticipated budget authority available for obligation . . . 2,495,000

1/ Reflects transfer of funds from FY 1984 "Management of Lands and Resources" supplemental appropriation to repay amounts borrowed in FY 1983 to cover FY 1983 firefighting costs under Section 102 of P.L. 97-394.

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Construction and Access (14-1110-0-1-302)

Activity	FY 1983 Appropriation	FY 1984 Appropriation	FY 1985 Appropriation	FY 1985 Inc.(+)/Dec.(-) from 1984 Approp.
	(\$ in 000's)			
<u>1. Construction</u>				
BA available for obligation:				
Appropriation	718	---	---	---
Unobligated balance				
brought forward	2,984	461	861	+400
Transfers to/from other				
accounts	-500	+500	---	-500
Total BA avail.	3,202	961	861	-100
Less obligations	-2,741	-100	-100	---
Unobligated balance				
brought forward	461	861	761	-100
(FTE-T)	(3)	(---)	(---)	(---)
<u>2. Access</u>				
BA available for obligation:				
Appropriation	1,525	1,200	1,228	+28
Unobligated balance				
brought forward	404	283	406	+123
Total BA avail.	1,929	1,483	1,634	+151
Less obligations	-1,646	-1,077	-1,273	-196
Unobligated balance				
brought forward	283	406	361	-45
(FTE-T)	(47)	(31)	(31)	(---)
<u>3. Maintenance</u>				
BA available for obligation:				
Appropriation	---	---	---	---
Unobligated balance				
brought forward	140	123	---	-123
Total BA avail.	140	123	---	-123
Less obligations	-17	-123	---	+123
Unobligated balance				
brought forward	123	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)

<u>Account Total</u>	FY 1983 Appropriation	FY 1984 Appropriation	FY 1985 Appropriation	FY 1985 Inc.(+)/Dec.(-) from 1984 Approp.
	(\$ in 000's)			
BA available for obligation:				
Appropriation	2,243	1,200	1,228	+28
Unobligated balance				
brought forward	3,528	867	1,267	+400
Transfers to/from other				
accounts	-500	+500	---	-500
Total BA avail.	5,271	2,567	2,495	-72
Less obligations.	-4,404	-1,300	-1,373	-50
Unobligated balance				
brought forward	867	1,267	1,122	-145
(FTE-T)	(50)	(31)	(31)	(---);

Justification of Base Adjustments

(dollar amounts in thousands)

Total adjustment for 1984 pay increase

Anticipated FY 1984 pay increase supplemental.....	-0-	
Amount of FY 1984 pay increase to be absorbed.....	+22	
Total cost in FY 1984 of pay increase.....	22	
Amount in FY 1985 to provide full-year 1984 costs.....	+6	
Total FY 1985 adjustment for 1984 pay increase.....		+28

The 1984 pay increase \$22 includes for the general schedule and executive pay increase effective January 1, 1984. An additional \$6 is required in 1985 to cover the full-year cost of the 1984 pay increase.

The amount absorbed in FY 1984 for the pay cost will result in reduced access acquisitions (-\$22).

Activity Summary

Activity: Construction and Access

<u>Subactivity</u>	<u>FY 1983 Actual (B.A.)</u>	<u>FY 1984 Approp. Enacted</u>	<u>FY 1984 Revised Estimate</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-) 1985 Est. over 1985 Base</u>
Building Construction	---	---	---	---	---	---
Recreation Construction	258	---	---	---	---	---
Transportation Construction	460	---	---	---	---	---
Access	1,525	1,200	1,200	1,228	1,228	---
Total	2,243	1,200	1,200	1,228	1,228	---

Justification of Program and Performance

Appropriation: Construction and Access
Activity: Access

	FY 1984 <u>Budget</u>	FY 1985 <u>Base</u>	FY 1985 <u>Estimate</u>	Inc.(+) Dec.(-) <u>from 1984</u>	Inc.(+) Dec.(-) <u>from Base</u>
Total Requirements \$	1,200	1,228	1,228	+28	---
(FTE-T)	(31)	(31)	(31)	(---)	(---)

Authorization

43 U.S.C. 1701,
1715, 1762,
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides authority for public lands to be managed on a multiple use basis, and to acquire by purchase, exchange, donation or eminent domain, access to public lands as necessary to manage those lands or interest in lands.

P.L. 84-171

The Timber Access Road Act of July 26, 1955, authorizes acquiring access to timber roads.

40 U.S.C. 257

The Act of August 1, 1888, as amended, provides condemnation authority.

Objective

To open Federal lands to public access as necessary for appropriate uses by acquiring legal rights (easements for road and trail access) across non-Federal land to implement planned BLM resource management programs (particularly forestry and recreation).

FY 1985 program

The FY 1985 Base and Estimate funding level for the Access program is \$1,228,000 and 31 FTE-T.

Because of the checkerboard land ownership patterns in many parts of the West, Federal lands are often inaccessible. Areas or parcels that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners.

It is sometimes necessary to acquire legal access to public lands through the surrounding non-Federally owned lands in order for the general public to use and the Bureau to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of these public lands.

In addition to the needs of new physical access routes, there are also literally hundreds of private roads across non-Federally owned lands that provide physical access to public land resources which the Bureau has no legal right to use.

Use of these roads to provide access to Federal lands has been at the forbearance of the road owners through informal permission or "gentlemen's agreements" with the Bureau. Since such access can be denied at any time by the landowners, particularly to private citizens seeking to use these public lands, road use must be legalized to ensure unrestricted physical access to the Federal land and resources.

There are an estimated 25 million acres of the public lands in the 11 Western States which lack legal access, and more than 8,800 easements may ultimately be needed to manage those lands and use their resources. The Bureau estimates that 500 million board feet of timber as well as other resources are tied up by unresolved access problems. Without obtaining access to the lands, any subsequent development or improvement of the resource is prevented.

To obtain legal access, the Bureau must locate the existing or proposed road by survey, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or other acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access to these lands for hunting, fishing, or other noncommercial uses.

At the FY 1985 program level, the following units will be accomplished:

- ° Acquire 122 easements that will provide legal access to:
 - 45 million board feet of timber
 - 10,000 cords of firewood
 - 120,000 acres of livestock forage
 - 1,800 acres for other multiple-use purposes.

<u>Workload Measure</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase(+) or Decrease(-)</u>
Easements (#) for:				
Timber	80	80	80	---
Range	25	25	25	---
Multiple-use	<u>17</u>	<u>17</u>	<u>17</u>	<u>---</u>
Total	122	122	122	---

A total of \$4,800 from this activity will be used to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Access Program.

Type size:
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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

Identification code	19 83 actual	19 84 estimate	19 85 estimate
14-1110-0-1-302			
<u>Program by activities:</u>			
Direct program:			
1. Construction	2,707	---	---
2. Access	1,640	1,146	1,228
3. Maintenance	17	---	---
Total direct program	4,364	1,146	1,228
Capital investment	40	154	153
Reimbursable program	243	---	---
10.00 Total obligations	4,647	1,300	1,381
<u>Financing:</u>			
Offsetting collections from:			
11.00 Federal funds.....	-40	---	---
14.00 Non-Federal funds.....	-212	---	---
21.40 Unobligated balance available, start of year	-3,528	-875	-1,275
24.40 Unobligated balance available, end of year	875	1,275	1,122
39.00 Budget Authority	1,743	1,700	1,228
<u>Budget authority:</u>			
40.00 Appropriation.....	2,243	1,200	1,228
41.00 Transferred to other accounts.	-500	---	---
42.00 Transferred from other accounts	---	500	---
43.00 Appropriation (adjusted).....	1,743	1,700	1,228
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net	4,395	1,300	1,381
72.40 Obligated balance, start of year	2,744	2,294	2,462
74.40 Obligated balance, end of year.	-2,294	-2,462	-2,654
90.00 Outlays	4,845	1,132	1,189
	BLM-213		
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code 14-1110-0-1-302	1983 actual	1984 estimate	1985 estimate
<u>Direct obligations:</u>			
Personnel compensation:			
11.1 Full-time permanent	1,198	743	768
11.3 Other than full-time permanent .	87	54	56
11.5 Other personnel compensation ...	6	5	5
11.8 Special personal services payments	3	---	---
11.9 Total personnel compensation .	1,294	802	829
12.1 Personnel benefits: Civilian ...	145	88	89
21.0 Travel and transportation of persons	66	30	30
22.0 Transportation of things	91	80	80
23.2 Communications, utilities, and other rent	23	---	---
24.0 Printing and reproduction	-4	---	---
25.0 Other services	73	10	63
26.0 Supplies and materials	40	10	10
31.0 Equipment	-17	---	---
32.0 Lands and structures	2,693	280	280
99.0 Direct obligations	4,404	1,300	1,381
99.0 Reimbursable obligations.....	243	---	---
99.9 Total obligations.....	4,647	1,300	1,381

GPO: 1964-O-737-469

(Mono cast: 21.5)

BLM-1345 (Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CONSTRUCTION AND ACCESS

Personnel Summary

Identification code		1983 actual	1984 estimate	1985 estimate
14-1110-0-1-302				
Total number of full-time permanent positions		48	29	29
Total compensable workyears: Full-time equivalent employment.		50	31	31
Average GS/GM grade.....		9.17	9.17	9.17
Average GS/GM salary.....		25,153	25,153	25,153
		.		
(Mono cast: 21.5)	BLM-217 (Mono cast: 5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Appropriation Summary Statement

Appropriation: Land Acquisition

This appropriation provides funding to acquire non-Federally owned lands or waters or interests in lands or waters which are essential to improving the manageability of the public lands, or to providing public recreation or other public purposes authorized by specific Federal laws.

No new land acquisition projects or requests for funding are included in the FY 1985 Budget.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

LAND ACQUISITION

[For expenses necessary to carry out the provisions of sections 205 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands and waters, or interest therein, \$1,391,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.]

(16 U.S.C 460y, 4601; 43 U.S.C 1715; Public Law 98-146, making appropriations for the Department of the Interior and related agencies, 1984.)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Land Acquisition

1. Delete: "For expenses necessary to carry out the provisions of sections 205 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands and waters, or interests therein \$1,391,000, to be derived from the Land and Water Conservation Fund, to remain available until expended."

The Bureau is not requesting funds for new land acquisition projects in FY 1985.

Appropriation Language Citations

Appropriation: Land Acquisition

1. No appropriation is requested for FY 1985.

13 U.S.C. 1715 provides authority for the acquisition of lands or interests in lands where it is consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain.

16 U.S.C. 460 Y provides authorization to acquire lands or interest in lands, within the area and proximate lands of the King Range National Conservation Area.

16 U.S.C. 460 L provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range NCA and are to remain available until appropriated.

Public Law 98-146, the FY 1984 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1984.

BUREAU OF LAND MANAGEMENT

Budgetary Resources for Land Acquisition

Account: Land Acquisition (14X5033)

FY 1984 Budgetary Status

Budgetary authority available:	
Appropriations realized.....	1,391,000
Prior year unobligated balance brought forward.....	344,000
Transfer from other accounts <u>1/</u>	310,000
Total budget authority available for obligation ...	<u>2,045,000</u>
Less anticipated obligations (by activity):	
1. Acquisition management.....	-222,000
2. Acquisitions.....	<u>-1,169,000</u>
Total anticipated obligations.....	-1,391,000

FY 1985 Request

Anticipated unobligated balance brought forward.....	654,000
Plus increases proposed (by activity):	
1. Acquisition management.....	---
2. Acquisitions.....	---
Total increase proposed.....	<u>---</u>
Total anticipated budget authority available for obligation....	<u><u>654,000</u></u>

1/ Reflects transfer of funds from FY 1984 "Management of Lands and Resources" supplemental appropriation to repay amounts borrowed in FY 1983 to cover FY 1983 firefighting costs under Section 102 of P.L. 97-394.

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Land Acquisition (14X5033)

Activity	FY 1985			
	FY 1983 Appropriation	FY 1984 Appropriation	FY 1985 Appropriation	Inc(+)/Dec(-) from 1984 Approp.
<u>1. Acquisition Management</u>				
BA available for obligation:				
Appropriation.....	150,000	130,000	---	-130,000
Unobligated bal. brt fwd	213,000	92,000	---	-92,000
Total BA available.	363,000	222,000	---	-222,000
Less obligations.....	-271,000	-222,000	---	+222,000
Unobligated bal. brt fwd	92,000	---	---	---
(FTE-T)	(7)	(7)	---	(-7)
<u>2. Acquisitions</u>				
BA available for obligation:				
Appropriation.....	161,000	1,261,000	---	-1,261,000
Unobl. bal. brt fwd....	2,739,000	252,000	654,000	+402,000
Transfer to/from other				
accounts.....	-194,000	+310,000	---	-310,000
Total BA available.	2,706,000	1,823,000	654,000	-1,169,000
Less obligations.....	-2,454,000	-1,169,000	-654,000	+515,000
Unobligated bal. brt fwd	252,000	654,000	---	-654,000
(FTE-T)	(--)	(--)	(--)	(--)

Account Total

BA available for obligation:				
Appropriation.....	311,000	1,391,000	---	-1,391,000
Unobligated bal. brt fwd.	2,952,000	344,000	654,000	+310,000
Transfer to/from other				
accounts.....	-194,000	+310,000	---	-310,000
Total BA available.	3,069,000	2,045,000	654,000	-1,391,000
Less obligations.....	-2,725,000	-1,391,000	-654,000	+737,000
Unobligated bal. brt fwd..	344,000	654,000	---	-654,000
(FTE-T)	(7)	(7)	(--)	(-7)

Justification of Program and Performance

Activity: Land Acquisition

(dollar amounts in thousands)

<u>Program Element</u>	<u>1984</u> <u>Approp.</u> <u>Enacted</u> <u>To Date</u>	<u>FY</u> <u>1985</u> <u>Base</u>	<u>FY</u> <u>1985</u> <u>Estimate</u>	<u>Inc. (+)</u> <u>Dec. (-)</u> <u>from 1984</u>	<u>Inc. (+)</u> <u>Dec. (-)</u> <u>from Base</u>
Acquisition Management					
\$ 130	---	---	---	-130	---
(FTE-T) (7)	(---)	(---)	(---)	(-7)	(--)
Acquisitions					
\$ 1,261	---	---	---	-1,261	-2,339
(FTE-T) (---)	(---)	(---)	(---)	(---)	(---)
Total Requirements					
\$ 1,391	---	---	---	-1,391	---
(FTE-T) (7)	(---)	(---)	(---)	(-7)	(---)

Authorization

43 U.S.C. 1715,
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides authority for acquisition of lands or interest in lands when it is consistent with the mission of the Department and with land use plans (Section 205); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (Section 318(d)).

16 U.S.C. 460Y, 460L
P.L. 91-476
P.L. 95-352

The King Range National Conservation Area Act of 1970, as amended, authorizes acquiring land or interests in land, within the area and selected proximate lands.

Objective

The objective of this program is to improve the management of the public lands and to implement those specific recreational projects authorized by Congress by acquiring essential non-Federal lands or interests in lands.

FY 1985 program

No new acquisition projects are requested for FY 1985.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Type size:
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
500-101

LAND ACQUISITION
Program and Financing (in thousands of dollars)

Identification code 14-5033-0-1-302	83 19 actual	84 19 estimate	85 19 estimate
<u>Program by activities:</u>			
Direct program	477	130	---
Capital investment	2,248	1,261	654
10.00 Total obligations	2,725	1,391	654
<u>Financing:</u>			
21.40 Unobligated balance available, start of year	-2,919	-344	-654
24.40 Unobligated balance available, end of year	344	654	---
39.00 Budget authority.....	117	1,701	---
40.00 Appropriation.....	311	1,391	---
41.00 Transferred to other accounts..	-194	---	---
42.00 Transferred from other accounts	---	310	---
43.00 Appropriation (adjusted).....	117	1,701	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net	2,725	1,391	654
72.40 Obligated balance, start of year	446	111	389
74.40 Obligated balance, end of year	-111	-389	---
90.00 Outlays	3,060	1,113	1,043

DEPARTMENT OF THE INTERIOR
 BUREAU OF LAND MANAGEMENT

LAND ACQUISITION
Object Classification (in thousands of dollars)

Identification code	183 actual	184 estimate	185 estimate
14-5033-0-1-302			
<u>Direct obligations:</u>			
Personnel compensation:			
11.1 Full-time permanent	187	187	---
11.3 Other than full-time permanent.	13	13	---
11.8 Special personal services payments.	1	---	---
11.9 Total personnel compensation ..	201	200	---
12.1 Personnel benefits: Civilian ..	22	22	---
21.0 Travel and transportation of persons	21	---	---
22.0 Transportation of things.....	4	---	---
24.0 Printing and reproduction.....	1	---	---
25.0 Other services	113	20	30
26.0 Supplies and materials.....	2	---	---
32.0 Lands and structures	2,361	1,149	624
99.9 Total obligations	2,725	1,391	654

STANDARD FORM 300

July 1964, Bureau of the Budget
Circular No. A-11, Revised.

300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

LAND ACQUISITION
Personnel Summary

Identification code	19 83 actual	19 84 estimate	19 85 estimate
14-5033-0-1-302			
Total number of full-time permanent positions	6	6	---
Total compensable workyears: Full-time equivalent employment	7	7	---
Average GS/GM grade.....	9.17	9.17	9.17
Average GS/GM salary.....	25,153	25,153	25,153
(Mono cast: 21.5) BLM-231 (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)			

PAYMENTS IN LIEU
OF TAXES

Appropriation Summary Statement

Appropriation: Payments in Lieu of Taxes

31 U.S.C. 6901-6907 provides for payments in lieu of taxes to counties and other units of general local governments for lands administered by BLM, the Forest Service, the National Park Service, and certain other agencies.

Provision is made for payment of 75 cents per acre, reduced by payments made under certain public land programs such as the Mineral Leasing Act and the National Forest Revenue Act, or 10 cents per acre, whichever is greater. However, payments may not exceed a statutory ceiling based on population.

Additional payments are specified for lands acquired after December 31, 1970 for the Redwood National Park and the national park and national wilderness systems.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C 1601) \$105,000,000, of which not to exceed \$400,000 shall be available for administrative expenses.

(P.L. 98-146, making appropriations for the Department of the Interior and related agencies, 1984.)

Appropriation Language Citations

Appropriation: Payments in Lieu of Taxes

1. For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. [1601] 6901-07) \$105,000,000.

31 U.S.C. 6901-07

31 U.S.C. 6901-07 provides authorization and direction to the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. Of which not to exceed \$400,000 shall be available for administrative expenses.

P.L. 98-146

P.L. 98-146, the FY 1984 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1984.

BUREAU OF LAND MANAGEMENT
Summary of Requirements

Appropriation: Payments in Lieu of Taxes

SUMMARY OF BASE ADJUSTMENTS

	(dollar amounts in thousands)	
	FTE-T	Amount
Appropriation enacted to date, 1984.....	1	105,000
Adjustment to base and built-in changes.....	--	---
1985 Base budget.....	1	105,000

1984

Comparison by activity:	1983 Actual		1984 Appropriation Enacted to Date		1985 Base		1985 Estimate		Inc.(+)/Dec.(-) from 1984		Inc.(+)/Dec.(-) from 1985 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Total Requirements	1	96,320	1	105,000	1	105,000	1	105,000	---	---	---	---

Justification of Program and Performance

Appropriation: Payments in Lieu of Taxes

(dollar amounts in thousands)

	1984				
	Approp.	FY	FY	Inc. (+)	Inc. (+)
	Enacted	1985	1985	Dec. (-)	Dec. (-)
	<u>to Date</u>	<u>Base</u>	<u>Estimate</u>	<u>from 1984</u>	<u>from Base</u>
Total Requirements \$	105,000	105,000	105,000	---	---
(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

31 U.S.C. 6901-6907 31 U.S.C. 6901-6907 authorizes and directs the Secretary of the Interior to "make a payment for each fiscal year to each unit of local general government in which entitlement land. . . is located."

Objectives

- ° To determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- ° To make payments to the extent that funds are available to all qualified recipients.

FY 1985 program

31 U.S.C. 6901-6907, which codified Public Law 94-565, the "Payments in Lieu of Taxes Act," provides for payments to local units of government containing certain Federally owned lands. These payments are designed to supplement other Federal land receipt sharing payments local governments may be receiving. Payments received under the Act may be used by the recipients for any governmental purpose.

The Act authorizes the Secretary of the Interior to make two types of annual payments to eligible units of local government. The Secretary has delegated the responsibility for administering the Act to the Bureau of Land Management.

Section 1 "Entitlement Land" Payments

Section 1 authorizes payments to eligible local units of government under one of two alternatives, based on the number of acres of "entitlement lands" within the county. "Entitlement lands" consist of lands in the National Forest System and the National Park System, lands administered by the Bureau of Land Management, lands dedicated to the use of Federal water resource development projects, dredge disposal areas under the jurisdiction of the Army Corps of Engineers, and, effective in Fiscal Year 1979, National Wildlife Reserve Areas withdrawn from the public domain, inactive and semi-active army installations used for non-industrial purposes, and certain lands donated to the United States Government

by State and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from State or local governments.

The amount paid to the counties under the Act is the higher of either of the following:

(1) Seventy-five cents for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year are deducted. If a unit of government receives a Federal land payment, but is required by State law to pass all or part of this payment to financially and politically independent school districts, or other single-or special-purpose district, such redistributed payments are considered to have not been received by the unit of local government and are not deducted from the section 1 in-lieu payment. The 11 Federal land payment laws that are considered in the in-lieu computation are as follows:

- (a) Department of Agriculture Appropriation Act of 1908, (35 Stat. 251, 16 U.S.C. 500);
- (b) Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);
- (c) Mineral Leasing Act of 1920 (Section 35), (41 Stat. 450, 30 U.S.C. 191);
- (d) Federal Power Act of 1920 (Section 17), (41 Stat. 1072, 16 U.S.C. 810);
- (e) Taylor Grazing Act of 1934 (Section 10), (43 U.S.C. 315i);
- (f) Bankhead-Jones Farm Tenant Act (Section 33), (50 Stat. 526, 7 U.S.C. 1012);
- (g) The Act of June 22, 1948 relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);
- (h) The Act of June 22, 1956, to amend Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);
- (i) Mineral Leasing Act for Acquired Lands of 1947 (Section 6), (61 Stat. 915, 30 U.S.C. 355);
- (j) Material Disposal Act of 1947 (Section 3), (61 Stat. 681, 30 U.S.C. 603); and
- (k) Refuge Revenue Sharing Act of 1978 (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the Bureau of Land Management each year by the Governor of each State or his delegate; or

(2) Ten cents for each acre of "entitlement land" within the unit of government. Under this alternative, no deductions are made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Both alternatives are subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at \$50 per capita (for population of up to 5,000) and rising to a maximum of \$1,000,000. Under Alternative (1), if the total calculated payment (75 cents x entitlement acres) exceeds the ceiling, reductions for other Federal land payments received are made from the ceiling, not from the 75 cents per acre figure.

Section 3 Payments

Section 3 of the Act authorizes payments for any lands or interests therein which were acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five-year period preceding the acquisition by the Federal Government. Payments under this section are made in addition to payments under section 1. They are based on 1 percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which acquired. Section 3 payments for each acquisition are to be made annually for five years following each acquisition.

In the case of lands acquired for additions to the Redwoods National Park by authority of the Redwoods National Park Expansion Act, section 3 payments will continue beyond the five-year limitation. These payments will continue until the total amount paid equals five times the property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired by the Federal Government.

Federal payments of \$100 or more made under section 3 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal Government.

The FY 1985 Estimate of \$105,000,000 is the same amount appropriated in FY 1984. Up to \$400,000 of the appropriation may be used for administrative expenses of implementing the Act such as coordination with other Federal land-managing agencies, communications with State governor's offices, and with counties which receive payments, and costs of ADP services in computing alternative payment calculations and the final disbursement schedule sent to Treasury. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

BUREAU OF LAND MANAGEMENT
 PAYMENTS IN LIEU OF TAXES
 SUMMARY OF PAYMENTS BY STATE

<u>STATE</u>	<u>FISCAL YEAR 1983 PAYMENT</u>
ALABAMA	114,758.00
ALASKA	3,671,945.00
ARIZONA	7,571,230.00
ARKANSAS	1,340,653.00
CALIFORNIA	10,127,144.00
COLORADO	6,978,006.00
CONNECTICUT	14,527.00
DELAWARE	4,360.00
DISTRICT OF COLUMBIA	5,831.00
FLORIDA	1,715,928.00
GEORGIA	758,293.00
GUAM	753.00
HAWAII	10,022.00
IDAHO	7,065,943.00
ILLINOIS	268,243.00
INDIANA	222,273.00
IOWA	120,577.00
KANSAS	318,425.00
KENTUCKY	669,904.00
LOUISIANA	172,254.00
MAINE	103,320.00
MARYLAND	55,408.00
MASSACHUSETTS	62,441.00
MICHIGAN	1,301,441.00
MINNESOTA	1,043,164.00
MISSISSIPPI	380,032.00
MISSOURI	773,646.00
MONTANA	7,292,394.00
NEBRASKA	276,543.00
NEVADA	5,202,784.00
NEW HAMPSHIRE	294,227.00
NEW JERSEY	53,835.00
NEW MEXICO	9,163,185.00
NEW YORK	164,312.00
NORTH CAROLINA	1,180,825.00
NORTH DAKOTA	519,974.00
OHIO	370,175.00
OKLAHOMA	738,160.00
OREGON	2,580,305.00
PENNSYLVANIA	318,626.00
PUERTO RICO	13,799.00
SOUTH CAROLINA	120,351.00
SOUTH DAKOTA	1,749,807.00
TENNESSEE	615,156.00
TEXAS	1,234,734.00
UTAH	8,156,154.00
VERMONT	108,471.00
VIRGIN ISLANDS	20,813.00

<u>STATE</u>	<u>FISCAL YEAR</u> <u>1983 PAYMENT</u>
VIRGINIA	1,173,547.00
WASHINGTON	1,438,969.00
WEST VIRGINIA	766,909.00
WISCONSIN	542,842.00
WYOMING	<u>7,019,336.00</u>
TOTALS	<u><u>95,986,754.00</u></u>

BUREAU OF LAND MANAGEMENT

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Payments in Lieu of Taxes

Object Class	1985 Base		1985 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 Permanent positions - FTE-P	1	32	1	32	--	--
Total personnel compensation	1	32	1	32	--	--
Other Objects						
12.1 Personnel benefits		4		4		--
25.0 Other services		30		30		--
26.0 Supplies		1		1		--
31.0 Equipment		5		5		--
41.0 Grants, subsidies, and contributions		104,928		104,928		---
Total requirements		105,000		105,000		---

Type size:
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Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

Identification code 14-1114-0-1-852	83 19 actual	84 19 estimate	85 19 estimate
<u>Program by activities:</u>			
10.0 Total Obligations	96,065	105,000	105,000
<u>Financing:</u>			
21.40 Unobligated balance available start of year	-367	---	---
24.40 Unobligated balance available end of year	---	---	---
25.00 Unobligated balance lapsing.....	622	---	---
40.00 Budget authority (appropriation)	96,320	105,000	105,000
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	96,065	105,000	105,000
72.40 Obligated balance, start of year.....	121	3	3
74.40 Obligated balance, end of year..	-3	-3	-3
90.00 Outlays	96,183	105,000	105,000

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

Identification code	1983 actual	1984 estimate	1985 estimate
14-1114-0-1-852			
<u>Personnel compensation:</u>			
11.1 Full-time permanent.....	32	32	32
11.5 Other personnel compensation...	1	---	---
11.9 Total personnel compensation....	33	32	32
12.1 Personnel benefits: Civilian	4	4	4
25.0 Other services.....	49	30	30
26.0 Supplies and materials.....	4	1	1
31.0 Equipment.....	2	5	5
41.0 Grants, subsidies and contributions.....	95,973	104,928	104,928
99.9 Total obligations.....	96,065	105,000	105,000

(Mono cast: 21.5)

BLM-245
(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code	83 actual	84 estimate	85 estimate
14-1114-0-1-852			
Total number of full-time permanent positions	1	1	1
Total compensable workyears: Full-time equivalent employment...	1	1	1
Average GS/GM grade.....	9.17	9.17	9.17
Average GS/GM salary.....	25,153	25,153	25,153
BLM-247			
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

OREGON & CALIFORNIA
GRANT LANDS

Appropriation Summary Statement

Appropriation: Oregon and California Grant Lands

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road Lands under the jurisdiction of the Bureau of Land Management (BLM) in western Oregon for permanent forest production under the principle of sustained yield as mandated by the O&C Act of 1937 (43 U.S.C. 1181). The goals of the management program are to provide a permanent supply of timber, protect watersheds, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource.

Programs conducted on certain O&C lands (490,000 acres) included within national forests and managed by the Forest Service as a part of the National Forest System under national forest management authorities are not funded by this appropriation starting in FY 1985, but rather are included for funding in the Forest Service budget request in FY 1985.

The major activities financed by this appropriation are BLM programs which provide the following:

Construction and Acquisition: (\$525,000)

Provides for the acquisition of timber sale road easements, road use agreements for timber access and resource management roads, signing, transportation planning, survey and design of timber access roads, and rock aggregate used in the construction of timber access roads.

Maintenance: (\$4,087,000)

Provides maintenance for office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and for a transportation system necessary for the marketing of timber from the timber lands in western Oregon.

Renewable Resources Management: (\$44,870,000)

Provides for the marketing of 1.051 billion board feet of timber (FY 1985 Estimate) and the timber development practices necessary to maintain this level of annual harvest. In addition, fire protection is provided on 2,375,823 acres of commercial forest land. Other resource programs including Range Management; Soil, Water, and Air Management; Wildlife Habitat Management; and Recreation Management are funded in this activity.

Renewable resource programs will be conducted at essentially the same level in FY 1985 as in FY 1984.

Planning and Data Management: (\$265,000)

Provides for the maintenance of land use plans and for the automated data processing support for conducting 500 annual timber sales as well as other ADP requirements.

Background of the O&C Appropriation

The Oregon and California Grant Lands Act of 1937 (50 Stat. 876, Title II) provides that revenues from the Oregon and California (O&C) Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties in western Oregon (Subsection(a) of Title II of the O&C Act);
2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and
3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Since FY 1939, amounts have been appropriated to the Interior Department for administration of the O&C lands, out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.

By 1951, the Treasury had been repaid in full for money advanced to make the payments in lieu of taxes, and according to the O&C Act the 18 O&C counties were entitled to 75 percent of the receipts. However, in 1953 the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States for the development and management of the O&C lands. This is the portion referred to in item 2 above.

Since FY 1953, Congress has appropriated a portion of these subsection (b) receipts for development, protection and management of the O&C lands. From FY 1961 through FY 1981 an amount equal to the full 25 percent of receipts collected was appropriated by Congress for management and development of O&C lands under the "Oregon and California Grant Lands" Appropriation.

In FY 1982, for the first time, Congress made a direct, definite appropriation of \$52,788,000 to eliminate the uncertainty associated with financing the management of these lands under the receipt limitation appropriation caused by fluctuating receipts from timber sales. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands (subsection (b) receipts) are now transferred to the General Fund in the Treasury for reimbursement of all or part of the direct "O&C" appropriation. BLM's FY 1985 O&C appropriation request is a continuation of this approach.

Additionally, the FY 1985 President's Budget includes the proposal that the BLM and the Forest Service each separately present and justify the budget request to administer those O&C lands for which each agency is responsible. This approach would replace the previous practice of having the Forest Service receive its O&C program funds through transfer from BLM.

Since FY 1962, a portion of the receipts appropriated to BLM from the Oregon and California Grant Lands appropriation has been transferred to the Forest Service. The initial transfer was made to undertake necessary renovations to Timberline Lodge, a National Historic Landmark which is in the Mount Hood

National Forest. Since then, a transfer has been made annually to the Forest Service primarily for recreation and road facility construction where there was a demonstrated need for such facilities. The Forest Service has also used some of the transferred funds to conduct its timber development program.

Determination of the amounts transferred has been made by coordination among BLM, the Forest Service, and the Association of Oregon and California Grant Land counties. The purpose of the transfer was to insure that O&C funds were most effectively utilized on Federal lands in Western Oregon.

In FY 1982, the O&C Appropriation was established as a definite appropriation not related to receipts. In FY 1983, Congress directed that BLM transfer to the Forest Service all funds necessary to conduct operations on O&C lands within the National Forests. In FY 1984, the practice reverted to the previous system of transferring funds to the Forest Service for a portion of their expenses. In FY 1985, separation of the accounts is being proposed.

Separate requests by BLM and USFS have the following advantages:

1. It would correct an apparent underlying misconception that all O&C lands are managed as a single O&C system. In fact, management of O&C lands by the Forest Service has been fully integrated into management of the National Forest lands since the 1890's when they were established as part of the National Forest System. The Forest Service O&C lands are in indistinguishable part of the National Forest in which they are located. Under the terms of Public Law 83-426 (68 Stat. 270), passed in 1954, the Forest Service manages these lands under the same laws it manages non-O&C lands under its jurisdiction. The lands are not subject to management under the O&C Act of 1937, except in the manner that receipts are distributed.
2. Each agency would justify its own funding needs in the context of its total program requirements, authorities, and priorities.
3. A more cohesive review of the total Forest Service program and the BLM program by the Appropriations Committees, OMB, and the Secretaries of Interior and Agriculture would be possible.

By including language in the appropriation to the Forest Service making the amount appropriated a charge against the special O&C receipt account in the Treasury, the same financial relationship would exist between that appropriation and O&C receipts as now exists in the appropriation to BLM. There is ample precedent in other special funds, such as the Land and Water Conservation Fund, for making separate appropriations directly to different agencies, and yet having them all chargeable to the same fund. Thereby, the relationship between receipts and appropriations could still be tracked while permitting each agency to operate its own portion of the management program.

To implement this proposal, the FY 1985 Base of the "Oregon and California Grant Lands" appropriation has been reduced by \$2,655,000 (the same level as the amount to be transferred to the Forest Service in FY 1984). Funds are included in the FY 1985 Base only for BLM-administered programs.

Receipts

Receipts from the harvest of timber and other products on the Oregon and California Grant Lands and the Coos Bay Wagon Road Lands (CBWR) are a source of revenue to both the U.S. Treasury and the 18 O&C counties of western Oregon.

Actual receipts for FY 1982 and FY 1983 and estimates for FY 1984 and FY 1985 are as follows:

	(\$ in thousands)			
	FY 1982	FY 1983	FY 1984	FY 1985
	<u>Actual</u>	<u>Actual</u>	<u>Estimate</u>	<u>Estimate</u>
O&C	\$78,597	\$92,306	\$115,000	\$130,000
CBWR	<u>2,458</u>	<u>4,836</u>	<u>3,400</u>	<u>4,400</u>
Total	\$81,055	\$97,142	\$118,400	\$134,400

Receipt estimates are based on projected timber harvest levels with an assumed timber price of \$127 per thousand board feet in FY 1985.

O&C receipts are divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Counties are paid in the year following the collection of receipts.

	(\$ in thousands)				
	<u>FY 1982</u>	<u>FY 1983</u>	<u>FY 1984</u>	<u>FY 1985</u>	<u>FY 1986</u>
O&C Counties	\$97,042*	39,298*	47,214*	57,500*	65,000*
Treasury	\$39,298	47,214	57,500	65,000	71,500

* From prior year receipts.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Oregon and California Grant Lands

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$51,536,000] \$49,747,000 to remain available until expended: Provided, [That the amount provided herein for the purposes of this appropriation on lands administered by the Forest Service shall be transferred to the Forest Service, Department of Agriculture: Provided further,] That the amount appropriated herein for road construction [on lands other than those administered by the Forest Service] shall be transferred to the Federal Highway Administration, Department of Transportation: Provided further, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

(16 U.S.C. 594; 43 U.S.C. 1181, 1701; 53 Stat. 753; Public Law 98-146, making appropriations for the Department of the Interior and related agencies, 1984.)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Oregon and California Grant Lands

1. Deletion of the language: "That the amount provided herein for the purposes of this appropriation on lands administered by the Forest Service shall be transferred to the Forest Service, Department of Agriculture: Provided further," and
2. Deletion of the language: "on lands other than those administered by the Forest Service".

Justification for Change

References to the transfer of amounts appropriated for use on lands administered by the Forest Service are proposed to be deleted to reflect the President's Budget proposal that this appropriation include only the BLM program responsibilities for O&C lands. The President's Budget also proposes that the Forest Service receive an appropriation in its budget to fund the responsibilities for O&C lands that it manages as part of the National Forest System under statutory authorities applicable to all National Forest lands.

Appropriation Language Citations

Appropriation: Oregon and California Grant Lands

1. For expenses necessary for management, protection and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$51,536,000] to remain available until expended:

43 U.S.C. 1181
P.L. 75-405

The Conservation of Timber on Certain Lands in Oregon Act of August 28, 1937 (50 Stat. 876) authorizes the conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road Lands.

53 Stat. 753

The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

43 U.S.C. 1701 et seq.
P.L. 94-579

The Federal Land Policy and Management Act of 1976 applies to all public lands which include the O&C grant lands by definition (43 U.S.C. 1701). However, in the event that any provision of this Act is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act insofar as they relate to management of timber resources and deposition of revenue from lands and resources, the latter Acts will prevail.

43 U.S.C. 1735(c) (FLPMA Section 305(c)) states that "if any portion of a deposit or amount forfeited under this Act is found by the Secretary to be in excess of the cost of doing the work authorized under this Act, the Secretary, upon application or otherwise, may cause a refund of the amount in excess to be made from applicable funds."

The "O&C Grant lands" appropriation was first provided in the FY 1961 Interior Appropriations Act as a "no-year" appropriation of 25 percent of receipts generated from the O&C and CBWR lands. The appropriation was changed to a definite amount in the FY 1982 Appropriations Act.

2. Provided, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation:

Funds for access road construction in the O&C were first appropriated as a portion of the BLM "Construction" appropriation in FY 1953. At that time, and at the establishment of the BLM Construction appropriation account in FY 1951, the Appropriations Act provided that funds appropriated for road construction shall be transferred to the Bureau of Public Roads, which subsequently became the Federal Highway Administration in the Department of Transportation. The language has been carried in all subsequent appropriations for the O&C program.

3. Provided further, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of Title II of the Act of August 28, 1937 (50 Stat. 876).

This language was first enacted in the FY 1953 Interior Department Appropriations Act when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

SUMMARY OF REQUIREMENTS

(Dollar amounts in thousands)

	FTE-T	Amount	FTE-T	Amount
Appropriation: Oregon and California Grant Lands				
SUMMARY OF BASE ADJUSTMENTS				
Appropriation, 1984.....			988	51,536
Anticipated savings from management initiatives:				
Management bulge reduction.....	---	-70		
Printing plant closure.....	-2	-100		
Net anticipated savings from management initiatives.....			-2	-170
Total adjustment for 1984 pay increase.....			---	+1,036
Transfers:				
Transfer to Forest Service, Department of Agriculture.....	---	-2,655		
Transfer to Renewable Resources Management, Timber Development and Reforestation.....	+16	+1,140		
Transfer from Renewable Resources Management, Timber Protection.....	-16	-1,140		
Net transfers.....			---	-2,655
1985 Base budget.....			986	49,747

Comparison by activity/subactivity	1983 Actual		1984 Approp. Enacted to Date		1985 Base		1985 Estimate		Inc(+)/Dec(-) from 1984 Appropriation		Inc(+)/Dec(-) Over 1985 Base	
	FTE/T	Amount	FTE/T	Amount	FTE/T	Amount	FTE/T	Amount	FTE/T	Amount	FTE/T	Amount
Construction and Acquisition												
Building Construction	---	---	---	---	---	---	---	---	---	---	---	---
Recreation Construction	3	58	---	---	---	---	---	---	---	---	---	---
Transportation Construction..	7	641	6	696	6	203	6	203	---	-493	---	---
Access Acquisition.....	7	405	7	315	7	322	7	322	---	7	---	---
Subtotal.....	17	1,104	13	1,011	13	525	13	525	---	-486	---	---
Maintenance												
Building Maintenance.....	8	505	8	510	8	489	8	489	---	-21	---	---
Recreation Maintenance.....	28	1,019	28	823	28	822	28	822	---	-1	---	---
Transportation Maintenance..	46	3,581	35	2,870	35	2,776	35	2,776	---	-94	---	---
Subtotal.....	82	5,105	71	4,203	71	4,087	71	4,087	---	-116	---	---
Renewable Resources Management												
Timber Management	530	19,363	505	21,254	505	20,769	512	20,769	+7	-485	+7	---
Timber Development/ Reforestation.....	338	26,438	321	19,566	336	20,070	336	20,070	+15	+504	---	---
Timber Protection.....	18	2,726	19	3,020	3	1,803	3	1,803	-16	-1,217	---	---
Other Forest Resources	61	2,425	55	2,171	55	2,228	55	2,228	---	+57	---	---
Subtotal.....	947	50,952	900	46,011	899	44,870	906	44,870	+6	-1,141	+7	---
Planning and Data Management												
Planning	2	250	1	97	1	49	1	49	---	-48	---	---
Data Management	3	209	3	214	2	216	3	216	---	+2	+1	---
Subtotal.....	5	459	4	311	3	265	4	265	---	-46	+1	---
Total Requirements	1,053	57,620	988	51,536	986	49,747	994	49,747	+6	-1,789	+8	---

Justification of Base Adjustments

(dollar amounts in thousands)

FTE-T Amount

Anticipated savings from management initiatives:

In FY 1985 certain management initiatives will be conducted to improved cost effectiveness and performance of the Bureau's management and support functions. The savings expected to result from these initiatives are discussed below.

Management bulge reduction --- -70

In FY 1985, approximately 7 positions in the GS 11-15 range will be affected by this Government-wide management initiative. As these positions become vacant through attrition, they will be filled at at lower grade level.

Printing plant closure -2 -100

This management initiative involves savings resulting from closing Oregon's duplicating and printing plant in FY 1985 and obtaining printing services from the private sector. Anticipated savings resulting from this initiative are \$100,000 and 2 FTE's.

Total Adjustment for 1984 Pay Increase:

Anticipated 1984 pay increase supplemental	---	
Amount of 1984 pay increase to be absorbed	+714	
Total cost in 1984 to pay increase	+714	
Amount in 1985 to provide full year 1984 costs ...	+322	
Total adjustment for 1984 pay increase		+1,036

The 1984 pay increase of \$714 includes \$524 for the general schedule and executive schedule pay increase effective January 1, 1984 and \$190 for wage board pay increases during 1984. An additional \$322 is required in 1985 to cover the full-year cost of the 1984 pay supplemental, including \$280 for general and executive schedule and \$42 for wage board.

Transfers

FTE-TAmount

Transfer to Forest Service	---	-2,655
----------------------------------	-----	--------

The FY 1985 Base is reduced by the amount transferred to the Forest Service in FY 1984 from the O&C appropriation. This Base reduction implements the FY 1985 President's Budget decision that each agency separately present and justify the program for the O&C lands it administers as part of its own budget request.

Transfer to Renewable Resources Management, Timber Development/Reforestation	+16	+1,140
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Transfer from Renewable Resources Management, Timber Protection	-16	-1,140
--	-----	--------

Previously the Timber Protection program element has consisted of two major components, i.e., fire protection and prescribed burning. The prescribed burning component is actually more closely related to reforestation than it is to fire protection since it is the first step of the reforestation process. Thus, a base shift has been made to provide a more accurate description of the reforestation program effort.

Justification of Program and Performance

Appropriation: Oregon and California Grant Lands

		(dollar amounts in thousands)				
		1984	FY	FY	Inc. (+)	Inc. (+)
		Approp.	1985	1985	Dec. (-)	Dec. (-)
<u>Activity</u>		<u>to Date</u>	<u>Base</u>	<u>Estimate</u>	<u>from 1984</u>	<u>from Base</u>
<u>Construction and Acquisition</u>						
BLM	\$	511	525	525	+14	---
	(FTE-T)	(13)	(13)	(13)	(---)	(---)
Forest Service	\$	500	---	---	-500	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	(\$)	1,011	525	525	-486	---
	(FTE-T)	(13)	(13)	(13)	(---)	(---)
<u>Maintenance</u>						
BLM	\$	3,743	3,787	3,787	+44	---
	(FTE-T)	(71)	(71)	(71)	(---)	(---)
Forest Service	\$	160	---	---	-160	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Federal Highway Administration	\$	300	300	300	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	\$	4,203	4,087	4,087	-116	---
	(FTE-T)	(71)	(71)	(71)	(---)	(---)
<u>Renewable Resources Management</u>						
BLM	\$	43,916	44,770	44,770	+854	---
	(FTE-T)	(900)	(899)	(906)	(-1)	(+7)
Forest Service	\$	1,995	---	---	-1,995	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Federal Highway Administration	\$	100	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	\$	46,011	44,870	44,870	-1,141	---
	(FTE-T)	(900)	(899)	(906)	(-1)	(+7)

(dollar amounts in thousands)

<u>Program Elements</u>	1984 Approp. Enacted to Date	FY	FY	Inc. (+)	Inc. (+)
		1985 Base	1985 Estimate	Dec. (-) from 1984	Dec. (-) from Base
<u>Planning and Data Management</u>					
BLM	\$ 311	265	265	-46	---
	(FTE-T) (4)	(3)	(4)	(---)	(+1)
Subtotal	\$ 311	265	265	-46	---
	(FTE-T) (4)	(3)	(4)	(---)	(+1)
Total Requirements	\$ 51,536	49,747	49,747	-1,789	---
	(FTE-T) (988)	(986)	(994)	(+6)	(+8)

Authorization

43 U.S.C. 1181 The Conservation of Timber on Certain Lands in Oregon (O&C)
P.L. 75-405 Act of 1937 provides for conservation, management, permanent
forest production, and sale of timber from the Revested Oregon
and California Railroad Grant Lands and Coos Bay Wagon Road
lands.

53 Stat. 753 The Act of May 24, 1939 relates to the disposition of funds
from the Coos Bay Wagon Road Grant Lands located in western
Oregon.

16 U.S.C. 594 The Timber Protection Act of 1922 provides for the protection
P.L. 67-315 of timber from fire, disease, and insects.

P.L. 94-579 The Federal Land Policy and Management Act of 1976 applies to
43 U.S.C. 1702 all "public lands" which include the O&C Grant Lands by
definition (43 U.S.C. 1702). However, in the event that any
provision of this Act is in conflict with or inconsistent
with the O&C Act and the Coos Bay Wagon Road Act insofar as
they relate to management of timber resources and disposition
of revenue from lands and resources, the latter Acts will
prevail.

In addition, other statutes regarding natural resource programs apply in varying degrees to management of the O&C and Coos Bay Wagon Road (CBWR) lands in western Oregon. These are discussed as necessary under each O&C program justification.

ACTIVITY SUMMARY

(Dollars in thousands)

Activity: <u>Construction</u> <u>and Access</u>	<u>FY 1983</u> <u>Actual</u>	<u>FY 1984</u> <u>Approp.</u>	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Inc.(+)/Dec.(-)</u> <u>fr. 1984 Approp.</u>	<u>Inc.(+)/Dec.(-)</u> <u>fr. 1985 Base</u>
Subactivity:						
1. Building Construction	\$ ---	\$ ---	\$ ---	\$ ---	\$ ---	---
2. Recreation Construction	58	---	---	---	---	---
3. Transportation Construction	641	696	203	203	-493	---
4. Access Acquisition	405	315	322	322	+ 7	---
Total	\$1,104	\$1,011	\$ 525	\$ 525	\$ -486	---

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Building Construction

(dollar amounts in thousands)

	1984				
	Approp.	FY	FY	Inc. (+)	Inc. (+)
	Enacted	1985	1985	Dec. (-)	Dec. (-)
	to Date	Base	Estimate	from 1984	from Base
Total Requirements \$	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Objective

The objective of this program is to construct those facilities necessary to support O&C resource management. Some specific projects oriented toward timber management include seed orchard buildings and district office complexes.

Benefits derived from the building construction program vary from providing office space to providing a controlled environment for tree seed processing and seedling production in greenhouse facilities. Specific anticipated benefits are usually identified during facility planning stages.

FY 1985 program

No building construction projects are proposed for FY 1985. No survey and design is needed in FY 1985.

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Recreation Construction

(dollar amounts in thousands)

	1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements \$	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Objectives

The Recreation Construction Program is a support activity to the recreation management program on O&C lands. Activities include new construction, major renovation, and replacement of existing recreation facilities. The goals of the program are to provide facilities which are easy to maintain, provide for visitor and employee safety, and meet visitor demand.

FY 1985 program

No recreation construction is proposed for FY 1985. No survey and design is needed in FY 1985.

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Transportation Construction

(dollar amounts in thousands)						
Program Elements		1984	FY	FY	Inc. (+)	Inc. (+)
		Approp. Enacted to Date	1985 Base	1985 Estimate	Dec. (-) from 1984	Dec. (-) from Base
BLM	\$	196	203	203	+7	---
	(FTE-T)	(6)	(6)	(6)	(---)	(---)
Forest Service	\$	500	---	---	-500	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	\$	696	203	203	-493	---
	(FTE-T)	(6)	(6)	(6)	(---)	(---)

Objective

The major objective of the Transportation Construction program is to provide a safe and energy-efficient transportation system for access to the O&C lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources. This includes roads, trails, and related appurtenances such as bridges and signs.

FY 1985 program

The FY 1985 base and estimate levels are \$203,000 and 6 FTE-T.

The FY 1985 program level supports the timber management program by providing transportation planning and survey and design work for access roads to permit development and harvest of the timber resource. More specifically, the program provides for:

- Designing road access to areas for management purposes and for timber operations where there is insufficient merchantable timber value in the area to construct the road under the terms of a timber sale contract. Generally, these are areas where access is needed for management of second-growth timber for stand improvement. The program also plans access for commercial thinning volume to allow utilization of marginal value timber.
- Designing road access to merchantable timber areas where the road construction work is relatively difficult or will involve more complex operations than the average timber purchaser would normally have equipment and labor skills to accomplish. This would include projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, paving operations, large amounts of materials end haul, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

The following table displays accomplishments in FY 1983 and estimated workloads in FY 1984 and 1985:

<u>Workload Measures</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Estimate & Base</u>	<u>Increase(+) or Decrease(-)</u>
Sign installation (number)	200	200	200	---
Transportation plans (number)	5	5	5	---
Survey and design (miles)	20	20	20	---

Justification of Program and Performance

Activity:	Construction and Acquisition
Subactivity:	Access Acquisition

(dollar amounts in thousands)

	1984				
	Approp.	FY	FY	Inc. (+)	Inc. (+)
	Enacted	1985	1985	Dec. (-)	Dec. (-)
	to Date	Base	Estimate	from 1984	from Base
Total Requirements	\$ 315	322	322	+7	---
(FTE-T)	(7)	(7)	(7)	(---)	(---)

Objectives

The major objectives of the Access Acquisition program are as follows:

- Obtain and maintain legal access to public lands in support of the forest management program. Legal access must be provided not only to support the timber sale program, but for all forest management activities such as reforestation, thinnings, fertilization, and various other silvicultural activities.
- Obtain and maintain necessary legal access for the general public. Examples are access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.
- Implement Title 5 of FLPMA relating to road cost-sharing when appropriate policies, regulations, and procedures are promulgated.

FY 1985 program

The FY 1985 base and estimate levels are \$322,000 and 7 FTE-T.

Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement. It is essential that adequate lead-time be given to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A leadtime of two years or more may be needed, depending upon the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

The FY 1985 program workload includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use. Workload measures are displayed in the following table:

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Estimate</u>	<u>FY 1985 Estimate & Base</u>	<u>Increase (+) or Decrease (-)</u>
Easement surveys (#)	45	45	45	---
Title evidence acquired	50	50	50	---
Appraisals (#)	40	40	40	---
Easements acquired (#)	40	40	40	---
Road use agreements (#)	4	5	5	---
Supplements to road use agreements (#)	100	100	100	---

The primary benefits of the access acquisition program include:

- ° Providing continuous legal access so that intensive management practices can be applied wherever and whenever silvicultural needs dictate.
- ° Increased bid prices on those timber sales offered with access assured to all qualified bidders. The exact quantification of this benefit is difficult to obtain because of the many factors which affect bid prices. However, in any given year, an average increase of only 40 cents per MBF over the appraised price on the timber sales offered would fully cover the entire cost of the access program.
- ° Providing continuous legal access to the public for full use and enjoyment of the O&C lands.

ACTIVITY SUMMARY

Activity: <u>Maintenance</u>	<u>FY 1983</u> <u>Actual</u>	<u>FY 1984</u> <u>Approp.</u>	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Inc.(+)/Dec.(-)</u> <u>fr. 1984 Approp.</u>	<u>Inc.(+)/Dec.(-)</u> <u>from base</u>
Subactivity:						
1. Building Maintenance	505	510	489	489	-21	---
2. Recreation Maintenance	1,019	823	822	822	-1	---
3. Transportation Maintenance	3,581	2,870	2,776	2,776	-94	---
Total	5,105	4,203	4,087	4,087	-116	---

Justification of Program and Performance

Activity:	Maintenance
Subactivity:	Building Maintenance

(dollar amounts in thousands)

<u>Program Elements</u>		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
BLM	\$	480	489	489	+9	---
	(FTE-T)	(8)	(8)	(8)	(---)	(---)
Forest Service	\$	30	---	---	-30	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	\$	510	489	489	-21	---
	(FTE-T)	(8)	(8)	(8)	(---)	(---)

Objective

The objective of this program is to protect the capital investment made in buildings and related facilities and to ensure that the facilities continue to provide the service intended throughout their life cycle. Specific objectives include:

- ° Inspection of all buildings, yards, and parking lots and identification of needed repairs;
- ° Repair of interior and exterior of buildings as required;
- ° Repair and/or replacement of water, sewage and electrical utility systems that do not meet safety and health codes; and
- ° Resurfacing of wareyards and driveways, repair of fences, and upkeep on landscaping at administrative facilities.

FY 1985 program

The FY 1985 base and estimate levels are \$489,000 and 8 FTE-T.

The types of facilities maintained vary from district office buildings to tree seed extractories and greenhouses for seedling production. The following table displays the number of existing buildings and systems included in the maintenance schedule:

Type of Facility	Number	Size
Office Buildings	7	147,000 sq. ft.
Warehouses	63	61,200 sq. ft.
Flammable liquid storage buildings	4	3,800 sq. ft.
Radio equipment buildings	8	2,300 sq. ft.
Pumphouses	3	8,400 sq. ft.
Seed cleaning facilities	1	7,300 sq. ft.
Seed extraction facilities	4	4,400 sq. ft.
Greenhouses/shadehouses	4	26,200 sq. ft.
Shop buildings	2	38,500 sq. ft.
Grounds (wareyards, lawns)	44	143 acres
Water systems	37	-
Sewer systems	41	-

A majority of the work is accomplished by BLM employee labor and expertise. Specialized expertise for sophisticated control systems is contracted to local firms.

The FY 1985 program level funds maintenance on an as-needed basis on the facilities, grounds, and systems itemized above.

Justification of Program and Performance

Activity: Maintenance
Subactivity: Recreation Maintenance

(dollar amounts in thousands)

		1984				
		Approp.	FY	FY	Inc. (+)	Inc. (+)
		Enacted	1985	1985	Dec. (-)	Dec. (-)
		to Date	Base	Estimate	from 1984	from Base
BLM	\$	793	822	822	+29	---
	(FTE-T)	(28)	(28)	(28)	(---)	(---)
Forest Service	\$	30	---	---	-30	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	\$	823	822	822	-1	---
	(FTE-T)	(28)	(28)	(28)	(---)	(---)

Objectives

The objectives of the program are to ensure that all recreation sites are operated and maintained so that: (1) the public receives the maximum recreational benefits from the facilities, (2) natural and cultural resources are not destroyed through overuse, (3) public and employee health and safety are not endangered, and (4) the facilities are maintained so that they last for their designed useful life.

FY 1985 program

The FY 1985 base and estimate level are \$822,000 and 28 FTE-T.

The Recreation Maintenance program provides services such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 53 developed recreation sites and 65 undeveloped sites in western Oregon. The following table displays the facilities included in the maintenance schedule:

Type of Facility (unit of measure)	Number
Developed campsites (# of family units)	702
Developed picnic sites (# of family units)	682
Undeveloped picnic sites (#)	65
Water systems (#)	40
Sewer systems (#)	24
Trails within recreation sites (miles)	19
Signs (#)	90
Hazards (# eliminated)	10

All developed facilities receive preventive and operational maintenance each year to maintain health and safety standards and to protect the capital investment. Painting and structural maintenance is done on an as-needed basis.

A combination of labor sources is used to accomplish the annual workload and meet the stated objectives including BLM laborers and recreation technicians, and contract, volunteer, and user participation. Written directives covering

visitor safety and hazard management and use permits for developed sites and site management have been issued to improve consistency in implementation of maintenance levels from district to district.

The facilities are provided to meet the requirements of the O&C Act for recreation as a facet of management. Having recreation concentrated in specific, defined areas reduces conflicts with other resource management.

Justification of Program and Performance

Activity:	Maintenance
Subactivity:	Transportation Maintenance

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc.(+) Dec.(-) from 1984	Inc.(+) Dec.(-) from Base
BLM	\$	2,470	2,476	2,476	+6	---
	(FTE-T)	(35)	(35)	(35)	(---)	(---)
Forest Service	\$	100	---	---	-100	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Federal Highway Administration	\$	300	300	300	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	\$	2,870	2,776	2,776	-94	---
	(FTE-T)	(35)	(35)	(35)	(---)	(---)

BLM

Objective

The objective of the transportation maintenance program is to maintain the BLM's western Oregon forest road and trail system in the condition needed for proper land and resource management by providing: (1) improved physical access for the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and (2) safe access to forest lands for the forest industry, BLM personnel, and the general public.

FY 1985 program

The FY 1985 base and estimate levels are \$2,476,000 and 35 FTE-T.

The Bureau is responsible for maintaining approximately 8,468 miles of road and 59 miles of trail in western Oregon. All trails are maintained each year; however, the maintenance schedule for roads varies each year, according to actual timber harvest activity and weather damage.

The basic road maintenance schedule plans for yearly maintenance on 4,000 to 4,800 miles of primary timber haul road and for maintenance, on an as-needed basis, for those parts of the secondary system that receive higher than normal use, or which have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all bridges and structures that are an integral part of the road system.

Maintenance of the road system is accomplished primarily by BLM crews with contracts for materials such as asphalt, aggregate, fuels, culverts, equipment,

and supplemental equipment rental. Heavy equipment operators skilled in road maintenance work are required along with the transportation engineering experts knowledgeable in timber management practices and other resource management needs for transportation facilities.

Road maintenance is also accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties.

The BLM timber access road system is one part of a total system that provides access to Federal and private timber lands. A proportionate share of the initial cost of a road is paid by private industry by means of a road use fee system. The share will vary for each road, depending upon the percentage of the total timber volume owned by each party that is tributary to the road or that will eventually be transported over the road. If 50 percent of the volume to be transported over a specific road is private, then private companies will pay 50 percent of the cost of the road by means of road use fees as the timber is harvested and hauled. Funds collected in road use fees are deposited in the Treasury to amortize the Government's original cost for the non-government share of the road use.

In addition to road use fees, each commercial user of BLM roads is assessed a road maintenance fee. Monies collected in maintenance fees each year become a part of the total funds available for road maintenance, through a permanent appropriation to BLM for road maintenance. In FY 1985, the amount available from the appropriation is estimated to be \$5.6 million. (See Justification under the Miscellaneous Permanent Appropriations section.)

The transportation maintenance program provides benefits to users of the O&C lands, including the timber industry and the general public. Benefits returned are primarily in the forms of higher prices bid for timber, realized when the purchaser does not have to sustain the costs of labor and equipment for maintenance; and providing a safe, energy-efficient roadway that reduces hauling costs to a minimum.

The following workload will be accomplished in this subactivity:

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Estimate & Base</u>	<u>Increase(+) or Decrease(-)</u>
Road maintenance (miles)	5,101	4,100	4,100	---
Trail maintenance (miles)	59	59	59	---
Bridge maintenance (#)	3	3	3	---
Bridge inspections (#)	30	30	30	---
Roadside brush control (miles)	400	400	400	---
Fill and cut slopes maintained (acres)	467	467	467	---
Signs(#)	500	500	500	---

Federal Highway Administration (FHWA)

FY 1985 program

The base and estimate levels are \$300,000. The FHWA provides road surfacing aggregate (crushed rock) to BLM for use in the Bureau's road and bridge maintenance program. The amount of aggregate obtained from FHWA varies each year according to the amount of maintenance required as a result of commercial road use and weather damage.

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "O&C Grant Lands."

ACTIVITY SUMMARY

Activity: <u>Renewable Resources</u> Management	<u>FY 1983</u> Actual	<u>FY 1984</u> Approp.	<u>FY 1985</u> Base	<u>FY 1985</u> Estimate	Inc.(+)/Dec.(-) fr. 1984 Approp.	Inc.(+)/Dec.(-) from Base
Subactivity:						
1. Timber Management	19,363	21,254	20,769	20,769	-485	---
2. Timber Development/ Reforestation	26,438	19,566	20,070	20,070	+504	---
3. Timber Protection	2,726	3,020	1,803	1,803	-1,217	---
4. Other Forest Resources	<u>2,425</u>	<u>2,171</u>	<u>2,228</u>	<u>2,228</u>	<u>+57</u>	<u>---</u>
Total	50,952	46,011	44,870	44,870	-1,141	---

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Management

(dollar amounts in thousands)						
Program Elements		1984	FY	FY	Inc. (+)	Inc. (+)
		Approp. Enacted to Date	1985 Base	1985 Estimate	Dec. (-) from 1984	Dec. (-) from Base
BLM	\$	20,139	20,669	20,669	+530	---
	(FTE-T)	(505)	(505)	(512)	(+7)	(+7)
Forest Service	\$	1,015	---	---	-1,015	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Federal Highway Administration	\$	100	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	\$	21,254	20,769	20,769	-485	---
	(FTE-T)	(505)	(505)	(512)	(+7)	(+7)

BLM

Objective

The objective of the timber management program is to prepare annual allowable cut level of timber for sale from the O&C lands, the intermingled public domain lands, and Coos Bay Wagon Road lands in western Oregon, and ensure that the timber is harvested and that payments are made in accordance with the terms of the timber sale contracts.

Base program

The FY 1985 base and estimate levels are \$20,669,000 and 505 FTE-T.

The primary statutory authority for the management program on the O&C lands is the O&C Act of 1937 (50 Stat. 874; 43 U.S.C. 1181a, et seq.). Under the O&C Act, lands classified as timberlands ". . . shall be managed for permanent forest production, and the timber thereon shall be sold, cut, and removed in conformity with the principal (sic) of sustained yield for the purpose of providing a permanent source of timber supply, protecting watersheds, regulating stream flow and contributing to the economic stability of local communities and industries, and providing recreational facilities . . ."

The O&C Act also establishes the amount of timber to be sold annually by stating that "timber from said lands in an amount not less than one-half billion feet board measure, or not less than the annual sustained yield capacity when the same has been determined and declared, shall be sold annually, or so much thereof as can be sold at reasonable prices on a normal market."

Policy for Timber Production

The FY 1985 program is in accordance with the requirements of the O&C Act and the most recent policy statement for O&C timber production, which is contained in the March 16, 1983 O&C Forest Resources Policy Statement. The major bases for this policy are:

Land Use Plans

Resource management plans (RMP's) or management framework plans (MFP's) as developed through the land-use planning process shall constitute the primary guides for carrying out legislative mandates and Bureau policies.

Social/Economic Considerations

The BLM manages 2.4 million acres of land in western Oregon. The revenues and employment generated by timber sales, conversion of timber to wood products, and other marketable values derived from these lands significantly affect the State and local economies. It is further recognized that public use of these lands through consumptive and nonconsumptive recreation, including sport hunting, and sport and commercial harvest of salmon and steelhead produced in streams on the O&C lands also contributes to the local and State economies. The primary objectives of the management program on the O&C lands are to manage for a high-level and sustained yield output of wood products needed to contribute to the economic stability of the local communities and industries, and to provide for other land uses as established in the O&C Act and other legislation. Intermingled public lands may be managed with timber production as the primary objective where such a determination is made in land use plans, and adequate consideration has been made for alternative land uses.

Land Classification

All public land administered by the BLM in western Oregon is classified according to the Timber Production Capability Classification (TPCC). The TPCC is an inventory process based on the land's physical and biological capacity to produce timber. Through this process forest lands are segregated into two categories: (1) Commercial Forest Lands which can be managed on a sustained yield basis (suitable lands), and (2) Commercial Forest Lands which cannot be managed on a sustained yield basis (unsuitable lands). Approximately 2.1 million of the 2.4 million acres of Bureau-administered lands in western Oregon are classified as suitable lands.

Allowable Cut Determination

The allowable cut determination shall be based on a nondeclining harvest level over time. Departure from the nondeclining harvest level may be permitted in either direction. Any increases shall not exceed the long-term sustained yield capacity of the land; decreases shall be economically and/or biologically justified and timed so as to minimize impacts on dependent industries and local economies.

The major elements of the timber management program are:

Inventory and Timber Management planning

This element includes the gathering of inventory and silvicultural data for preparation and maintenance of land use and timber management plans, and the computation of the allowable harvest levels.

A total of \$55,000 will be used to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Timber Management program.

The gathering of inventory and silvicultural data is done on a 10-year cycle. The eight years between data-gathering efforts are considered the normal years in this element with workloads consisting of the maintenance of technical inventory records and maintenance and updating of timber management and land use plans.

During FY 1983 a new generation of timber management plans were completed. Records of Decision were prepared, and the plans have now been formally adopted. The seven new timber management plans are the culmination of five years of planning efforts that sought a balance of social, economic, and biological considerations for the BLM-managed forest lands in the 18 O&C counties in western Oregon. Almost 2.1 million acres of commercial forest lands, 87 percent of the land administered by BLM in the area, are covered by these plans. The new plans allow an annual harvest level of 1,185 million board feet.

Timber Sale Planning

Timber sale planning is essential to identify physical and legal access requirements, cadastral survey needs, special road design and other considerations. The checkerboard land patterns and the steep ridges which characterize western Oregon commercial timber lands contribute to the complexity of the planning process which begins with identification of potential sales areas five years in advance. Outyear plans are refined annually by deleting problem tracts and adding replacement tracts. The process culminates in the annual timber sale plan on which the forest industry bases its own plans for purchasing BLM timber.

Timber Sale Preparation

This element includes all activities necessary to offer timber for sale, including:

1. Sale area layout
2. Environmental analysis
3. Archaeological clearance
4. Resource conflict resolution
5. Timber values determination and appraisal
6. Contract preparation
7. Sale advertising and award

The timber sale preparation process starts with field crews physically posting and marking sale area boundaries, road locations, log skidding trails, and other work areas needed for the harvest operation. When sale layout is complete, the area is examined to determine the specific effects of logging the area on

archaeological and other resource values such as wildlife, fisheries, and soil and water. All of these data are used in the preparation of the environmental analysis.

The environmental analysis process identifies site-specific adverse impacts associated with the proposed logging operation and prescribes mitigating measures. Sale boundaries, road locations, and decking areas are adjusted to attain the prescribed mitigation.

When final sale area layout is completed, the timber is cruised to determine the volume of merchantable timber. The timber is then appraised to determine its value. Factors influencing the appraisal include, in addition to commercial timber prices, road building and maintenance costs that will be incurred by the timber purchaser.

A timber sale contract is prepared for each sale. The contract specifies standard stipulations for compliance by the purchaser as well as special stipulations based upon any unique characteristics of the sale area. Normally, western Oregon BLM timber is sold at oral auction with successful bidders agreeing to the terms of the contract. Generally, the purchaser has three years to harvest the timber, although contracts with shorter harvest times may also be offered.

Timber Sale Contract Administration

This work involves on-the-ground supervision during the term of the timber sale contract. Supervision is provided to ensure that the purchaser adheres to the terms of the contract and that timely payments are made as timber is cut. Specific workloads are:

1. Approval of logging plan
2. Monitoring road and logging facilities construction
3. Monitoring progress of timber cutting and calculating payments due
4. Ensuring that payment due is received before additional timber is cut
5. Processing contract modifications as needed
6. Monitoring the total logging operation until all timber has been removed from the sale area
7. Monitoring the disposal of logging debris (slash)
8. Processing contract expirations and terminations

The following tables display timber management funding and workload statistics:

<u>Element</u>	<u>Funding (\$000)</u>		
	<u>FY 1983</u> <u>Actual</u>	<u>FY 1984</u> <u>Approp.</u>	<u>FY 1985</u> <u>Estimate</u>
Inventory and Timber Mgmt.			
Planning	\$ 783	\$ 810	\$ 830
Timber Sale Planning	1,568	1,615	1,661
Timber Sale Preparation	13,516	13,874	14,232
Timber Sale Contract Admin.	3,721	3,840	3,946
Total	<u>\$19,588</u>	<u>\$20,139</u>	<u>\$20,669</u>

<u>Workload Measure</u>	<u>Actual FY 1983</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base & Estimate</u>	<u>Increase(+) or Decrease(-)</u>
Inventory (acres)	242,000	250,000	250,000	---
Timber Sale Plans -				
Annual (#)	21	21	21	---
5-year (#)	21	21	21	---
Timber Volume Prepared (MMBF)	1,124	1,061	1,051	-10
Sales Prepared (#)	350	325	300	-25
Timber Volume Sold (MMBF)	1,106	1,061	1,051	-10
Contracts Administered (#)	1,000	1,000	1,100	+100
Total Timber Volume Sold - Not				
Harvested (MMBF)	3,527	3,600	3,700	+100
Value of Timber Sold (\$000)	144,780	159,150	172,380	+13,230
Average Sale Price (\$/MBF)	130	150	170	+20
Total Volume Harvested (MMBF)	812	800	1,100	+300

Increase for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Actual</u>	<u>Difference</u>
\$	20,669	20,669	---
(FTE-T)	(505)	(512)	(+7)

The FY 1985 estimate is \$20,669,000 and 512 FTE-T. There is no change in dollar amounts between the base and the estimate. However, the conditions of the current timber market have caused the timber management program to be more personnel intensive because there are more sale contracts to administer with fewer contractual requirements for other services. Thus, the FTE adjustment is necessary to allow the program to operate effectively under the current market conditions.

Distribution of change by object class

The object class detail for the 7 FTE increase is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	+7	\$ +196,000
Personnel benefits		+ 30,000
Other services		-226,000
Total		---

Federal Highway Administration

FY 1985 program

The FY 1985 base and estimate levels are \$100,000. The Federal Highway Administration provides BLM a variety of specialized engineering services associated with the location and design of timber access roads and evaluation of rock quarry sites. The kinds and amount of services rendered by FHWA varies

from year to year depending upon the difficulty of road location and number of quarry sites needed. The following is the average workload output. It is estimated that the FY 1985 workload will be near the average level.

<u>Item</u>	<u>Amount</u>
Rock core drilling	5,000 lin. ft.
Material testing	200 tests
Roads requiring special engineering consulting services	30 roads

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "O&C Grant Lands."

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Development and Reforestation

(dollar amounts in thousands)

	1984					
	Approp.	FY	FY	Inc.(+)	Inc.(+)	
	Enacted	1985	1985	Dec.(-)	Dec.(-)	
	to Date	Base	Estimate	from 1984	from base	
BLM	\$ 18,666	20,070	20,070	+1,404	---	
	(FTE-T) (321)	(336)	(336)	(+15)	(---)	
Forest Service	\$ 900	---	---	-900	---	
	(FTE-T) (---)	(---)	(---)	(---)	(---)	
Total Requirements	\$ 19,566	20,070	20,070	+504	---	
	(FTE-T) (321)	(336)	(336)	(+15)	(---)	

BLM

Objective

The objective of the Timber Development and Reforestation Program is to accomplish the various practices that Allowable Cut Plans indicate are necessary to produce that level of timber production on a sustained yield basis, including:

- ° Reforest harvested areas promptly;
- ° Maintain or achieve optimum conditions for tree and stand growth (thinnings/release);
- ° Improve site fertility (fertilization);
- ° Protect seedlings from growth reduction or death caused by animals, heat, vegetation, and diseases; and
- ° Eliminate the following reforestation backlog by converting brush fields, inferior conifer sites or hardwood stands on conifer sites to conifer production, and initiate and support research to improve reforestation success and stand growth. The most recent analysis of the reforestation backlog indicates the following needs:

Plantable backlog	3,216 acres
Backlog needing grass/brush conversion	6,355 acres
Backlog needing hardwood conversion	11,084 acres
Backlog needing noncommercial hardwood conversion	1,147 acres
Total backlog	21,802 acres

FY 1985 program

The FY 1985 base and estimate levels of \$20,070,000 and 336 FTE's provide for reforestation and other timber development practices which increase the productivity of the timber lands in western Oregon. Reforestation is necessary

not only to ensure prompt forest regeneration but also to ensure that the new forest will contain the most desirable timber species (i.e., Douglas Fir in western Oregon). Prescribed burn or slash disposal are frequently required prior to the actual reforestation. Land treatments such as the use of herbicides are sometimes necessary so that planted seedlings can achieve full development without undue competition from other species which tend to proliferate in a newly cut area. Later, precommercial thinning culls selected trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand. In addition, BLM, through its tree improvement program, will improve the genetic traits of the trees themselves.

A total of \$116,000 will be used from this program to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Timber Development and Reforestation program.

The development and reforestation workload is accomplished principally through contracting specific land treatment projects (i.e., slash burning, tree planting, thinning, etc.) to the private sector. An estimated 95 percent of the projects are accomplished by contractors. The remaining 5 percent are done with Bureau employees, usually temporary employees.

Types of work which require primarily permanent BLM personnel include studies and research, environmental analysis, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

Studies and Research (including Forestry Intensified Research "FIR") Includes all work associated with field studies that are done to identify development needs, monitor results of past actions, and coordinate activities associated with the adaptive and fundamental phases of the FIR contracts and interagency agreements.

Included in the FY 1985 program is \$1.3 million for the adaptive and fundamental phases of FIR. This program was developed to improve reforestation and timber stand improvement technology. Other participants in the program are the Forest Service, the Oregon State Forestry Department, and various industrial and private landowners. The program was initiated in 1978 because of reforestation problems that were being encountered in southern Oregon. Currently, more than 227,000 acres of timbered O&C lands have been removed from the allowable cut base because of reforestation problems. These lands could be restored to the base if successful reforestation techniques are developed through such research projects.

Environmental Analysis - Includes all work involved in preparing and reviewing environmental assessments and environmental impact statements relating to intensive forest management practices.

Inventory, Project Planning, Layout and Contract Preparation - Includes all work involved in conducting post-treatment surveys to evaluate the effectiveness of land treatments and preparing land treatment contracts for bid advertisement and award.

Contract Administration - Includes all work associated with the supervision and administration of genetic improvement, land treatment, service, and supply contracts.

Seed Orchard Operation - Includes all work associated with the development, maintenance, and operation of the Walter Horning, Charles Sprague, Provolt, and Lorane seed orchards, which are progeny test plantations where genetically superior trees are grown for seed production.

<u>Program Elements</u>	<u>Funding (\$000)</u>		
	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base and Estimate</u>
Studies and research (FIR)	1,596 (1,300)	1,620 (1,300)	1,806 (1,300)
Environmental analysis	161	162	201
Inventory, project planning, layout and contract preparation	4,882	4,850	5,620
Contract administration	342	346	401
Project cost	9,145	10,630	10,838
Seed orchard operation	<u>1,074</u>	<u>1,058</u>	<u>1,204</u>
	17,200	18,666	20,070

<u>Workload Measures</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base and Estimate</u>	<u>Increase(+) or Decrease(-)</u>
Studies and research (#)	71	71	71	---
Environmental analyses (#)	73	73	73	---
Planting (acres)	17,077	17,461	20,000	+2,539
Seedling procurement (million trees)	15.6	14.0	16.0	+2.0
Seed procurement (lbs) <u>1/</u>	9,400	---	---	---
Land treatment (acres - includes site preparation, stocking maintenance, protection and release) <u>2/</u>	34,047	46,900	45,000	-1,900
Stand improvement (acres - includes precommercial thinning and fertilization)	15,947	1,174	---	-1,174
Inventory (acres - post treatment surveys)	168,235	165,000	165,000	---

1/ Seed procurement is dependent on cone crop. FY 1985 potential cone crop cannot be anticipated at this time. Adequate seed crops for Douglas Fir occur approximately on a 7-year cycle.

2/ Assumes herbicides are available for use.

The differences in the workload measures between the FY 1984 program and the program planned for FY 1985 result from improved economic conditions and the new timber management policy adopted in March of 1983. Reforestation and site preparation requirements will increase in the FY 1985 base program because of the increase in the timber harvest that is already underway. In the FY 1984 program, practices such as site maintenance and release which do not correlate closely with the level of harvest will be emphasized.

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Protection

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc.(+) Dec.(-) from 1984	Inc.(+) Dec.(-) from base
BLM	\$	2,940	1,803	1,803	-1,137	---
	(FTE-T)	(19)	(3)	(3)	(---)	(---)
Forest Service	\$	80	---	---	-80	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	\$	3,020	1,803	1,803	-1,217	---
	(FTE-T)	(19)	(3)	(3)	(-16)	(---)

Objective

The objective of the Timber Protection program is to protect the approximately 2.4 million acres of western Oregon lands from damage by fire.

FY 1985 program

The FY 1985 base and estimate levels are \$1,803,000 and 3 FTE-T. The program includes continued contract protection on 2,376,000 acres at a cost of \$1,782,000 (75 cents per acre) with the attendant contract administration activities.

Fire protection for all lands under BLM jurisdiction in western Oregon is provided by the State of Oregon Department of Forestry. The existence of the highly effective State protection organization makes it unnecessary for BLM to establish and maintain its own fire suppression organization in western Oregon.

The historical 5-year average of fire occurrence in western Oregon is as follows:

- 34 human-caused fires annually
- 38 lightning-caused fires annually
- 1,232 acres burned annually
- 357 total fires in the past 5 years

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Other Forest Resources

(dollar amounts in thousands)

Program Elements		1984 Approp. Enacted to Date	FY 1985 Base	FY 1985 Estimate	Inc.(+) Dec.(-) from 1984	Inc. (+) Dec. (-) from Base
Range Management	\$	228	232	232	+4	---
	(FTE-T)	(4)	(4)	(4)	(---)	(---)
Recreation Management	\$	581	598	598	+17	---
	(FTE-T)	(16)	(16)	(16)	(---)	(---)
Soil, Water, and Air Management	\$	672	687	687	+15	---
	(FTE-T)	(15)	(15)	(15)	(---)	(---)
Wildlife Management	\$	690	711	711	+21	---
	(FTE-T)	(20)	(20)	(20)	(---)	(---)
Total Requirement	\$	2,171	2,228	2,228	+57	---
	(FTE-T)	(55)	(55)	(55)	(---)	(---)

RANGE MANAGEMENT

Objectives

The major objectives of the Range Management program are to utilize available forage for livestock production, maintain and improve vegetative conditions, and accomplish vegetation-related resource management goals and objectives on western Oregon land.

If forage plants in reforested areas are grazed by livestock at appropriate times, the competitive influence these plants have on the establishment of tree seedlings is reduced. Grazing, therefore, can have positive effects on timber production if properly managed. Once trees are established to the point where livestock grazing can have no harmful impacts on their further development, authorizing grazing use results in harvesting a renewable resource that would otherwise go unused.

FY 1985 program

The FY 1985 base and estimate levels are \$232,000 and 4 FTE-T. This program provides for grazing administration on public lands in western Oregon. The O&C Act authorizes the Secretary, at his discretion, to lease O&C lands for grazing purposes, when such use will not interfere with the production of timber or other purposes specified in the O&C Act. There are 138 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage. The Range Management program workload consists primarily of authorizing and issuing grazing leases, collecting fees, and providing necessary range use supervision and trespass control. Grazing use must be properly coordinated with intermingled and adjacent landowners. In several areas where there are large and well-blocked

lands, coordinated resource management plans have been developed and needed management facilitating projects constructed. In addition, monitoring has been established and is periodically reviewed and evaluated to determine management effectiveness.

Management facilitating projects on O&C lands such as fences and water developments are needed to control the timing and degree of livestock grazing use. Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. It is also needed to accomplish other vegetation-related management objectives such as the protection and improvement of important wildlife habitat areas and the protection of threatened and endangered plants and animals.

The primary benefits of the program are improvement of vegetation-related resource values. The principal benefit to timber production is removal of vegetation that competes with young tree seedlings.

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base and Estimate</u>
Final EIS (#)	1	---	---
Allotment management plans prepared (#)	---	7	7
Inventory (000 acres)	6	10	10
Allotments monitored (#)	30	50	50
Leases issued (#)	138	138	138
Lease adjustments	6	6	6
Allotments supervised	67	83	83

RECREATION MANAGEMENT

Objectives

The objectives of the Recreation Management program are as follows:

- ° Provide recreation opportunities, visitor services/information and protection of high priority Special Recreation Management Areas, including the Rogue National Wild and Scenic River, Pacific Crest National Scenic Trail, Rogue River National Recreation Trail, and five major recreation facility areas (Loon Lake, Hyatt Lake, Wildwood, Fisherman's Bend, and Shotgun);
- ° Protect and maintain high quality scenic visual resources within designated scenic highway corridors, and State recreational management areas in support of cooperative management agreements;
- ° Improve program cost effectiveness through the use of volunteer programs and coordination/cooperation with State, county and local recreation agencies and organizations; and
- ° Ensure that all O&C projects are in compliance with Section 106 of the National Historic Preservation Act and Section 2(b) of Executive Order No. 11593 for cultural resource protection and ensure that cultural

resources are given full consideration in all land use planning and management decisions.

FY 1985 program

The FY 1985 base and estimate levels are \$598,000 and 16 FTE-T. The western Oregon programs are operated under the provisions of the O&C Act which directs that the O&C lands be managed for permanent forest production, including provision of recreation facilities. Because the provision of recreation facilities covers a wide range of recreation opportunities from highly developed campground/picnic areas to dispersed recreation use areas, the program involves managing some three million visits annually to 17 Special Recreation Management Areas and 22 Extensive Recreation Management Areas.

The O&C Forest Policy directs that high public recreational site values may be protected through the limitation or exclusion of timber harvest. The policy further directs that scenic quality in areas of important visual values be protected and maintained, including scenic values in Visual Resource Management Classes I, II, and III.

Section 106 of the National Historic Preservation Act of 1966 directs all Federal agencies to take into account the effects of their actions on properties included in or eligible for inclusion in the National Register of Historic Places and affords opportunities for the Advisory Council on Historic Preservation to comment on proposed actions and their effects. Executive Order No. 11593 directs all Federal agencies to inventory their cultural resources, to submit to the National Register of Historic Places all qualified sites meeting the criteria, and to protect all nominated sites. The BLM is a party to an agreement among the National Park Service, the Forest Service, and the Pacific Northwest Experiment Station, to participate in a program to identify, protect, and manage Research Natural Areas.

The primary benefits of the recreation management program are as follows:

- Provide a range of public recreation opportunities from highly developed facilities to dispersed activities consistent with intensive forest management objectives, including management of Congressionally designated areas. Through interpretive techniques, management of recreation use occurring on O&C timber lands provides a basis to provide greater public understanding and acceptance of intensive timber management techniques.
- Protect highly sensitive visual resource values consistent with intensive timber management activities.
- Preserve and manage archaeological and historic resources.
- Allow forest management project work to proceed in an orderly fashion in compliance with applicable laws and regulations without disruptions caused by protests and appeals.
- Provide appropriate sites for natural history research, which provide data that aid in resource program planning, including forest management.

SOIL, WATER AND AIR MANAGEMENT

Objectives

- ° Provide management with specific on-site soil and water information, soil capabilities, suitabilities, behavior and use limitations;
- ° Develop criteria and guidance for mitigating measures required so that forest resource utilization and development will not unnecessarily reduce soil productivity and water quality;
- ° Support forest management programs with information on air quality, climatology and meteorology;
- ° Monitor air quality (i.e., acid rain, visibility) and evaluate to ensure that Bureau activities and non-Bureau activities are not negatively impacting air quality-related values; and
- ° Take necessary actions to ensure activities are in compliance with National and State laws and regulations.

FY 1985 program

The FY 1985 base and estimate levels are \$687,000 and 15 FTE-T. This program fulfills provisions of the O&C Act which requires that O&C lands to be managed for permanent forest production, protection of watersheds, and regulation of stream flow.

The Federal Clean Water Act and the Clean Air Act charge Federal land managers with the responsibility for protection of soil, water and air quality on Federal lands. Executive Order 12088 on Federal Compliance with Pollution Control Standards, requires the Bureau to comply with air and water quality standards of the States. The Bureau is actively involved in State programs for smoke management, monitoring for acid rain, and non-point source water quality problem area identification and monitoring.

This program provides direct support to the forest management program as follows:

1. Soil scientists work with forestry personnel in laying out timber sale areas so that soil resources are protected during and after timber harvesting.
2. Soil scientists conduct field studies to find means of increasing or maintaining soil productivity during reforestation work, such as:
 - fertilizer application to the most responsive stands
 - ameliorate effects of soil compaction
 - biological means of maintaining soil nitrogen content
 - on-site evaluations of landslide potential, and
 - vegetative control of erosion from disturbed areas.
3. Hydrologists provide direct application of hydrologic knowledge to specific situations in ongoing and proposed development and management programs including:
 - a. On-site investigation, interpretation and analyses to determine hydrologic hazards and risks to aid in development of timber management plans.

- b. Identification of sensitive areas and the recommendation of measures to prevent or mitigate undesirable impacts on the water resource, including groundwaters, aquifers, and streams.
- c. Determination of the effect of timber harvesting on quality, timing and volume of water flow.
- d. Prediction of peak flows and duration in relation to road construction improvements; assistance in development of recommendations on revegetation; assistance in determination of drainage and other treatment practices; and monitoring for effects on water quality control.
- e. Technical expertise to monitor pesticides application program.

The benefits of the program accrue mainly to the resources and include:

- 1. Maintaining and increasing the soil's capability to produce wood.
- 2. Ensuring that timber sale plans and sites are in compliance with relevant laws and regulations.
- 3. Maintaining site productivity through on-site water management and design of water control facilities, i.e., bridges and culverts, so as not to jeopardize the forest road system.

A total of \$3,000 will be used from this program to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Soil, Water and Air Management program.

WILDLIFE HABITAT MANAGEMENT

Objectives

The objectives of the Wildlife Habitat Management program are to:

- ° Complete, during FY 1985, wildlife habitat inventory and monitoring essential to resolving resource allocation issues previously identified. This includes cooperation with State and Federal agencies as well as providing for public involvement.
- ° Comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts of proposed actions on threatened or endangered (T/E) species. This will be completed within four months of the initial determination that a proposed action may affect a T/E species.
- ° Comply with Section 7 of the ESA by completing consultation with the Fish and Wildlife Service (FWS) within 6 months of initial determination that an action may affect a T/E species.
- ° Comply with the ESA to aid in the recovery of T/E species.
- ° Comply with Executive Order No. 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of

proposed actions on wetland or riparian habitat. This will be completed within four months of the initial determination that a proposed action may affect wetland or riparian habitat.

FY 1985 program

The FY 1985 base and estimate levels are \$711,000 and 20 FTE-T. The BLM wildlife habitat management program maintains and improves wetland, riparian, aquatic, and terrestrial habitats for fish and wildlife species and T/E plant and animal species occurring on the public lands, including O&C and CBWR lands in western Oregon. The wildlife program in western Oregon functions mainly in support of the timber management program, which is a dominant use resource program as provided by the O&C Act. The types and extent of wildlife habitat on the western Oregon public lands are summarized in the following table:

Types of Wildlife Habitat on the Western Oregon Lands

<u>Habitat Type</u>	<u>Acres (000)</u>	<u>Miles (000)</u>
Terrestrial	2,226	--
Aquatic	--	12
Wetland	156	--
Lakes and Reservoirs	3	--
Total	2,385	12

One of the most valuable habitat resources in western Oregon is the fisheries habitat, especially stream habitat for anadromous fish. BLM has actively participated in the State's Coho Salmon Enhancement Program through providing stream improvement. Most aquatic habitat improvement projects have been directed toward improving production of anadromous fish and benefit not only the fisheries habitat but provide an important economic return to the region and the State. This support of the anadromous fisheries program has been well received by the O&C counties and by sports and commercial fishermen. Types of habitat improvement projects include: stream clearance (logjam removal), nest box placement, brush removal, placement of instream structures, and improvement of fish passage over otherwise impassable obstructions.

A total of \$3,000 will be used from this program to support a share of the BLM high altitude photography and base mapping program. The mapping program provides base maps covering BLM-managed lands that are necessary to the operation of the Wildlife Habitat Management Program.

Benefits of the wildlife habitat management program include providing wildlife habitat for a variety of consumptive and nonconsumptive uses by the general public and aiding the economy of western Oregon. The wildlife program provides the timber management program with the required biological and ecological expertise relative to various Federal laws such as the ESA, Sikes Act, NEPA, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders and thus, facilitates an orderly, effective and environmentally sound timber management program. BLM biologists conduct inventories to identify and quantify habitat (terrestrial, aquatic, wetland, and T/E species) into various condition classes and needs.

ACTIVITY SUMMARY

Activity: Planning and
Data Management

	<u>FY 1983</u> <u>Actual</u>	<u>FY 1984</u> <u>Approp.</u>	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Inc.(+)/Dec.(-)</u> <u>fr. 1984 Approp.</u>	<u>Inc.(+)/Dec.(-)</u> <u>from Base</u>
1. Planning	250	97	49	49	-48	---
2. Data Management	209	214	216	216	2	---
Total	459	311	265	265	-46	---

Subactivity:

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Planning

(dollar amounts in thousands)

		1984				
		Approp.	FY	FY	Inc.(+)	Inc.(+)
		Enacted	1985	1985	Dec.(-)	Dec.(-)
		to Date	Base	Estimate	from 1984	from Base
Total Requirements	\$	97	49	49	-48	---
	(FTE-T)	(1)	(1)	(1)	(---)	(---)

Objectives

The objectives of the planning program in western Oregon are to:

- ° Develop land use plans which allocate both land and timber resources and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and National program priorities, including maximum consistency with State and local land use and resource management plans, programs, and policies;
- ° Adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the regularly scheduled (10-year) plan revision cycles;
- ° Maintain existing land use plans and supporting inventories by incorporating available information from timber sales, ongoing environmental analyses, and public input; and
- ° Provide an effective and efficient forum for public input into management decisions to balance resource capabilities, National guidance, regional and local concerns.

FY 1985 program

The FY 1985 base and estimate levels are \$49,000 and 1 FTE-T. Land use planning is an integral part of decadal recomputation of allowable timber harvest levels for western Oregon lands. Current efforts have been influenced by the case of NRDC, Inc. et. al. vs. Kleppe (Civil Action No. 75-1861, November 7, 1975) and the resultant court order. FY 1982 was the last year for major land use plan revisions in response to that order. Continuation of the policy for decadal allowable cut recalculation will re-start the cycle in FY 1988 according to the current schedules.

BLM planning regulations and policy require a full interdisciplinary team for almost the entire sequence of steps in the planning process. The composition of the team is determined by the District Manager after receiving public input on planning issues. The process usually requires skills and expertise in forestry, botany, wildlife, biology, soils science, hydrology, geology, recreation management, archaeology, public participation techniques, computer programming, and cartography. The District Managers and involved Area Managers are committed to

the development of planning criteria, proposed alternatives, and selection of the preferred alternative(s). State office staff specialists provide guidance, quality reviews, and technical support. The State Director and appropriate State office staff specialists are involved in the selection of the preferred alternative, and the State Director must concur with the final planning decisions.

The following table displays the status of current western Oregon planning and environmental impact statement preparation:

<u>Plan Name</u>	<u>Plan Status</u>	<u>(Resource Mgmt. Plans)</u>	<u>EIS Status</u>
Westside Salem*	MFP-completed 1979	Approximately 1989	Final 1981 (Timber)
Eastside Salem*	MFP-completed 1982	Approximately 1992	Final 1983 (Timber)
Eugene*	MFP-completed 1982	Approximately 1992	Final 1983 (Timber)
Roseburg*	MFP-completed 1982	Approximately 1992	Final 1983 (Timber)
Josephine	MFP-completed 1978	Combined Plan 1988	Final 1979 (Timber)
Jackson/Klamath	MFP-completed 1977	Combined Plan 1988	Final 1978 (Timber)
	Range Revision completed 1982		Final 1983 (Range)
Southcoast/Curry	MFP-completed 1979	Approximately 1989	Final 1981 (Timber)

* Indicates plans impacted by new O&C Timber Management Policy.

FY 1985 planning efforts involve maintenance of the latest round of MFP completions.

Justification of Program and Performance

Activity	Planning and Data Management
Subactivity:	Data Management

(dollar amounts in thousands)

	1984				
	Approp.	FY	FY	Inc.(+)	Inc.(+)
	Enacted	1985	1985	Dec.(-)	Dec.(-)
	to Date	Base	Estimate	from 1984	from Base
Total requirements	\$ 214	216	216	+2	---
	(FTE-T) (3)	(2)	(3)	(---)	(+1)

Objective

The objective of the data management program is to provide for the continued development of an information system to operate, coordinate, and control a large volume data base in an effective and efficient manner to support the O&C management program in western Oregon.

Base program

The FY 1985 base level is \$216,000 and 2 FTE-T. Several data bases are being maintained on a variety of computers in support of resource management. The majority of these data bases relate directly to timber sales program actions.

Forest inventory and associated data are maintained and analyzed for growth, yield, age and stocking and are subsequently used to determine allowable cut levels for timber sales. Tree improvement data are maintained for two BLM orchards including progeny plantations. Data are maintained for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. These data are eventually used in decisions relating to reforestation of harvested commercial forest land. In-place inventory data bases are maintained to identify changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data are maintained to appraise the value of timber offered for sale. The data are continuously analyzed to predict value and changes in market conditions. The data provide monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data are maintained for the purpose of predicting O&C receipts and payments to the counties under the O&C formula.

The use and retrieval of the data is charged to the benefiting subactivity (Forest Management) while the storage and maintenance of data is funded by the Data Management Program.

ADP systems have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise is required; most important is technical expertise in the subject matter field -- Inventory Foresters,

Silviculturalists, Geneticists, Biometricians, and Timber Appraisal Specialists. Second is the ADP technical expertise -- Programmers, Computer Specialists, and Systems Analysts.

The average annual workload quantified in terms of records maintained is:

Allowable cut 5-PT inventory	100,000	80-character records
Orchard record	80,000	80-character records
Reforestation	45,000	270-character records
Operations inventory	50,000	540-character records
Timber appraisals (cruise, scale, 3-P)	400,000	80-character records

Increase for FY 1985

(dollars in thousands)

	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Difference</u>
\$	216	216	---
(FTE-T)	(2)	(3)	(+1)

The FY 1985 estimate level is \$216,000 and 3 FTE-T. There is no change in dollars from the base level to the estimate. The increase of one FTE from the base is the result of increased operation and maintenance activities, and a decrease in systems development work.

Distribution of change by object class

The object class detail for the proposed one FTE increase is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	1	+\$30,000
Personnel benefits		+4,000
Other services		<u>-34,000</u>

Bureau of Land Management

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Oregon and California Grant Lands

Object Class	1985 Base		1985 Estimate		Inc.(+) or Dec.(-)	
	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 Permanent positions - FTE-P	932	25,976	940	26,202	+8	+226
11.3 Positions other than permanent 1/.....	54	2,456	54	2,456	---	---
11.5 Other personnel compensation	(16)	416	(16)	416	---	---
Total personnel compensation	986	28,848	994	29,074	+8	+226
Other Objects						
12.1 Personnel benefits		3,368		3,402		+34
21.0 Travel & transportation of persons		250		250		---
22.0 Transportation of things		2,750		2,750		---
23.2 Other rent, comm., and utilities		170		170		---
24.0 Printing and reproduction		25		25		---
25.0 Other services		5,336		5,076		-260
26.0 Supplies and materials		1,000		1,000		---
32.0 Lands and structures		8,000		8,000		---
42.0 Insurance claims and indemnities		---		---		---
Total Requirements		49,747		49,747		---

1/ FTE-OTP = FTE-T (-) FTE-P

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code	83 19 actual	84 19 estimate	85 19 estimate
14-1116-0-1-302			
<u>Program by activities:</u>			
1. Construction and acquisition...	2,456	1,011	525
2. Maintenance.....	6,442	4,203	4,087
3. Renewable resource management..	49,295	48,011	46,370
4. Planning and data management...	406	311	265
10.11 Total obligations.....	58,599	53,536	51,247
<u>Financing:</u>			
17.00 Recovery of prior year obligations.....	-367	---	---
21.40 Unobligated balance available, start of year...	-4,495	-3,883	-1,883
24.40 Unobligated balance available, end of year.....	3,883	1,883	383
39.00 Budget authority (Appropriation).....	57,260	51,536	49,747
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net....	58,599	53,536	51,247
72.40 Obligated balance, start of year.....	8,361	11,174	11,442
74.40 Obligated balance, end of year.....	-11,174	-11,442	-11,698
78.00 Adjustments in unexpired accounts.....	-367	---	---
90.00 Outlays.....	55,419	53,268	50,991

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code	1983 actual	1984 estimate	1985 estimate
14-1116-0-1-302			
BUREAU OF LAND MANAGEMENT			
<u>Direct obligations:</u>			
Personnel compensation:			
11.1 Full-time permanent.....	23,330	25,250	26,104
11.3 Other than full-time permanent	2,043	2,300	2,410
11.5 Other personnel compensation...	567	416	416
11.8 Special personal services payments.....	29	---	---
11.9 Total personnel compensation...	25,969	27,966	28,930
12.1 Personnel benefits: Civilian...	3,192	3,356	3,386
21.0 Travel and transportation of persons	289	250	250
22.0 Transportation of things.....	3,266	2,750	2,750
23.2 Communications, utilities and other rent.....	860	170	170
24.0 Printing and reproduction	128	25	25
25.0 Other services	8,438	6,164	5,536
26.0 Supplies and materials	2,147	1,000	1,000
31.0 Equipment.....	593	---	---
32.0 Lands and structures	3,628	8,800	8,800
33.0 Investments and loans.....	10	---	---
42.0 Insurance claims and indemnities.....	9	---	---
99.0 Total obligations, Bureau of Land Management.....	<u>48,529</u>	<u>50,481</u>	<u>50,847</u>

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code	1983 actual	1984 estimate	1985 estimate
14-1116-0-1-302			
ALLOCATION ACCOUNTS			
Personnel Compensation:			
11.1 Full-time permanent.....	3,472	802	98
11.3 Other than full-time permanent.....	398	376	46
11.5 Other personnel compensation	<u>55</u>	<u>---</u>	<u>---</u>
11.9 Total personnel compensation.....	3,925	1,178	144
12.1 Personnel benefits: Civilian	517	130	16
21.0 Travel and transportation of persons	97	300	---
22.0 Transportation of things.....	51	50	---
23.2 Communications, utilities and other rent.....	253	---	---
24.0 Printing and reproduction ...	11	---	---
25.0 Other services	2,840	597	40
26.0 Supplies and materials	219	50	---
31.0 Equipment.....	223	---	---
32.0 Lands and structures	1,930	750	200
42.0 Insurance claims and indemnities	<u>4</u>	<u>---</u>	<u>---</u>
99.0 Subtotal, allocation accounts.....	10,070	3,055	400
99.9 Total obligations.....	58,599	53,536	51,247
Obligations are distributed as follows:			
Interior-Bureau of Land Management	48,529	50,481	50,847
Agriculture-Forest Service.....	9,713	2,655	---
Transportation-Federal Highway Administration.....	357	400	400
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO: 1964-O-737-469

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS

Personnel Summary

Identification code 14-1116-0-1-302	83 19 actual	84 19 estimate	85 19 estimate
BUREAU OF LAND MANAGEMENT:			
Total number of full-time permanent positions.....	1,004	939	945
Total compensable workyears:			
Full-time equivalent employment..	1,053	988	994
Full-time equivalent of over- time and holiday hours.....	17	16	16
Average GS/GM grade.....	9.17	9.17	9.17
Average GS/GM salary.....	25,153	25,153	25,153
Average salary ungraded positions	26,109	26,109	26,109
ALLOCATION ACCOUNTS:			
Total number of full-time permanent permanent positions.....	33	15	2
Total compensable workyears:			
Full-time equivalent employment..	58	18	7
Average GS/GM grade	9.17	9.17	9.17
Average GS/GM salary	25,153	25,153	25,153
Average salary ungraded positions	26,109	26,109	26,109

RANGE
IMPROVEMENTS

Appropriation Summary Statement

Appropriation: Range Improvements

This appropriation is derived from grazing fees and certain mineral leasing receipts collected during the previous year. Fifty percent of the grazing fees from public lands and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, these funds are used to construct structures and implement practices or treatments to rehabilitate, protect, or improve the public range lands.

Section 6(b) of the Public Rangelands Improvement Act (PRIA) of 1978 (43 U.S.C. 1905(b)) in part reads as follows: "The second sentence of section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1)) is hereby amended by adding the words "or \$10,000,000 per annum, whichever is greater" after the words "50 per centum",..." This amendment provides that the Range Improvements appropriation will be 50 percent of the grazing receipts collected during the previous year or \$10,000,000, whichever is greater.

Section 6(a) of PRIA established a grazing fee formula which took effect on March 1, 1979. PRIA also restricted annual fee increases or decreases to 25 percent of the previous year's fee. The FY 1982 grazing fee was \$1.86 per animal unit month (AUM). The fee was reduced by 46 cents per AUM in FY 1983 to \$1.40 and by 3 cents in FY 1984 to \$1.37 per AUM, under the formula established by Congress. As a consequence, the 50 percent of receipts from grazing on public lands and from grazing and mineral leasing on Bankhead-Jones lands, which go into this appropriation, is expected to generate only \$8,655,000 for this appropriation in FY 1985. Because of Section 6(b) of PRIA, however, the Range Improvements appropriation shall not be less than \$10 million regardless of receipts. The Range Improvements appropriation, therefore, is estimated at \$10 million in FY 1985, the same level as FY 1984.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Range Improvements

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.), but not less than \$10,000,000 (43 U.S.C. 1901), and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended: Provided, That not to exceed \$600,000 shall be available for administrative expenses.

(7 U.S.C. 1010; 30 U.S.C. 355; 43 U.S.C. 315, 1751, and 1901; Public Law 98-146, making appropriations for the Department of the Interior and related agencies, 1984.)

Appropriation Language Citations

Appropriation: Range Improvements

Appropriation language and citations:

1. "For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701),"

43 U.S.C. 1751

43 U.S.C. 1751 provides for moneys received by the United States as fees for grazing domestic livestock on public lands to be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including, but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

2. "notwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.),"

43 U.S.C. 1751

43 U.S.C. 1751 provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on public lands under the Taylor Grazing Act (48 Stat. 1269; 43 U.S.C. 315, et seq.) and the Act of August 28, 1937 (50 Stat. 874; 43 U.S.C. 1181d) and on lands in National Forests in the eleven contiguous Western States shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements.

3. "but not less than \$10,000,000 (43 U.S.C. 1901),"

43 U.S.C. 1901, 1905(b)

43 U.S.C. 1905(b) amends section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1)) by adding the words "or \$10,000,000 per annum, whichever is greater" after the words "50 per centum."

4. "and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,"

7 U.S.C. 1010

E.O. 10046; 10175; 10234; 10322; 10787;
10890,

30 U.S.C. 355

7 U.S.C. 1010 provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and land utilization, in order to correct maladjustments in land use, and thus assist in controlling soil erosion, reforestation, preservation of natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the public lands, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that the jurisdiction by the Secretary of Agriculture under the provision of section 32 of the Bankhead-Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands (August 7, 1947) shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intention being that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

5. "to remain available until expended: Provided, That not to exceed \$600,000 shall be available for administrative expenses."

P.L. 98-146

P.L. 98-146, the FY 1984 Appropriations Act for the Department of the Interior and Related Agencies, provides that the appropriation shall remain available until expended and that a maximum of \$600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Range Improvements

(Dollar amounts in thousands)

SUMMARY OF BASE ADJUSTMENTS:

	FTE-T		Amount	
	FTE-T	Amount	FTE-T	Amount
Appropriation, 1984.....	130	10,000		
Adjustments to base.....	---	---		
1985 Base Budget.....	130	10,000		

	1983 Actual		1984 Approp. Enacted to Date		1985 Base		1985 Estimate		Inc.(+)/Dec.(-) from 1984 Approp.		Inc.(+)/Dec.(-) from 1985 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
1. Improvements to Public Lands	162	9,390	103	8,000	103	8,000	103	8,000	---	---	---	---
2. Farm Tenant Act (LU) Lands	13	1,209	24	1,400	24	1,400	24	1,400	---	---	---	---
3. Administrative Expenses	---	600	3	600	3	600	3	600	---	---	---	---
Total Requirements	175	11,199	130	10,000	130	10,000	130	10,000	---	---	---	---

Comparison by activity:

1. Improvements to Public Lands	162	9,390	103	8,000	103	8,000	103	8,000	---	---	---	---
2. Farm Tenant Act (LU) Lands	13	1,209	24	1,400	24	1,400	24	1,400	---	---	---	---
3. Administrative Expenses	---	600	3	600	3	600	3	600	---	---	---	---
Total Requirements	175	11,199	130	10,000	130	10,000	130	10,000	---	---	---	---

Justification of Program and Performance

Appropriation: Range Improvements

		(dollar amounts in thousands)				
		FY 1984				
		Approp.	FY	FY	Inc. (+)	Inc. (+)
		Enacted	1985	1985	Dec. (-)	Dec. (-)
		<u>To Date</u>	<u>Base</u>	<u>Estimate</u>	<u>from 1984</u>	<u>from Base</u>
<u>Activity 1/</u>						
Improvements						
to Public	\$	8,000	8,000	8,000	---	---
Lands	(FTE-T)	(103)	(103)	(103)	(---)	(---)
Farm Tenant Act (LU)						
Lands	\$	1,400	1,400	1,400	---	---
	(FTE-T)	(24)	(24)	(24)	(---)	(---)
Administrative						
Expenses	\$	600	600	600	---	---
	(FTE-T)	(3)	(3)	(3)	(---)	(---)
Total Requirements						
	\$	10,000	10,000	10,000	---	---
	(FTE-T)	(130)	(130)	(130)	(---)	(---)

Authorization

43 U.S.C. 1751
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976 provides that 50 percent of grazing fees are appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs. Use of the appropriation is limited to on-the-ground rehabilitation, protection, and improvement of grazing lands. The policy is to fund project survey, design, and construction from this appropriation. Maintenance, environmental analysis, removal of excess wild horses and burros, and administrative activities such as issuing improvement permits are funded in the Grazing Management or other appropriate program elements in the "Management of Lands and Resources" Appropriation.

1/ Except for the status of the lands involved, there is no difference in the program and performance conducted under each activity. Therefore the justification covers the entire appropriation with a single narrative justification.

30 U.S.C. 355

The Mineral Leasing Act for Acquired Lands of 1947 provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands...."

43 U.S.C. 315
P.L. 73-482

The Taylor Grazing Act of 1934, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.

43 U.S.C. 1901, 1905
P.L. 95-514

The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands and provides for an appropriation of \$10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.

7 U.S.C. 1010, 1012-1013A
P.L. 75-210

The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands and construction and maintenance of range improvements.

Objectives

The objective of the Range Improvements Appropriation is to improve public rangeland productivity for resultant benefits to livestock production, wildlife, and watershed protection.

FY 1985 program

The FY 1985 program for Range Improvements is \$10,000,000 and 130 FTE-T, at both the FY 1985 Base and Estimate levels.

This appropriation finances improvements necessary to complement specific management actions designed to improve public rangeland condition. The installation of improvements such as fences, water developments, seedings, weed control and vegetation treatment can enhance effective range management practices and are being used successfully to improve the soil, water and vegetative condition of the Nation's rangelands.

FLPMA directs that one half of the Range Improvements Appropriation must be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. Current policy provides that all of the appropriation will be distributed for use in the districts from which the fees were collected in the same proportion as collections received.

These funds are used exclusively for on-the-ground improvements and directly related project costs. Other expenses associated with planning and development of improvements such as environmental analysis, typing, recordkeeping, program management, etc., are borne by the Management of Lands and Resources (MLR) Appropriation Grazing Management subactivity or other appropriate resource program activity.

In the past, the maintenance of existing range improvements utilized a substantial portion of the Range Improvements Appropriation. Under current policy, the Range Improvements Appropriation will not be used for maintenance after FY 1984. In FY 1985, the individual, group, or association deriving the primary benefit(s) from a structural improvement shall be responsible for maintaining that improvement. Thus, livestock operators will be responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, will be funded from MLR Grazing Management funds. This policy allows a greater proportion of the Range Improvements Appropriation to be used for on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The goal of the Rangeland Improvement Program is to improve the condition of the public lands for multiple use by investing in economically and environmentally sound rangeland improvements. This is being accomplished by ensuring that distribution and use of the appropriated funds meets the intent of the law, by analyzing costs and benefits of projects, prioritizing improvement projects, and utilizing funds where the improvements will resolve the most serious resource use conflicts, and by encouraging rangeland users and others to participate in rangeland improvement through coordinated and cooperative management.

The grazing fee for the 1984 grazing year is \$1.37 per animal unit month (AUM), based on the fee formula established by Congress in Section 6(a) of the Public Rangelands Improvement Act (PRIA). The 1984 fee is 3 cents lower than 1983 due to decreases in beef cattle prices and private land lease rates and increases in costs of production. The fee for the 1985 grazing year is estimated to remain at \$1.37 per AUM. PRIA established the current grazing fee formula on a seven-year trial basis for the grazing fee years 1979 through 1985. At the end of the trial period, the Secretaries of the Interior and Agriculture are to report to Congress on their evaluation of the PRIA grazing fee formula, other grazing fee options, and their recommendation on the fee schedule for 1986 and subsequent fee years. That study is currently underway and includes projects to determine the validity of private grazing land lease rates, to compare various fee systems, and to compare the values of public versus private grazing lands. The results of this study will be submitted to Congress in FY 1985, as required by PRIA.

Projected workload outputs between FY 1984 and 1985 are indicated on the following table:

<u>Workload Measure</u>	<u>FY 1983 Actual</u>	<u>FY 1984 Approp.</u>	<u>FY 1985 Base</u>	<u>FY 1985 Estimate</u>	<u>Increase (+) or Decrease (-)</u>
Projects Surveyed and Designed (#)	1,263	1,300	1,300	1,300	---
Structural Developments					
Water facilities (#)	683	545	545	815	+270
Fence (miles)	623	605	605	605	---
Cattleguards Installed (#)	183	100	100	100	---
Non-structural Developments					
Land treatments (acres)	57,398	45,000	45,000	45,000	---
Weed control (acres)	18,850	18,850	18,850	18,850	---
Maintenance					
Vegetation treatments (acres)	7,228	7,000	7,000	---	-7,000
Developments (#)	1,464	1,253	1,253	---	-1,253

Bureau of Land Management

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Range Improvements

Object Class	1985 Base		1985 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation						
11.1 Permanent positions-FTE-P	118	2,650	118	2,650	---	---
11.3 Positions other than permanent 1/	12	292	12	292	---	---
11.5 Other personnel compensation 2/	(4)	100	(4)	100	---	---
Total personnel compensation	130	3,042	130	3,042	---	---
Other Objects						
12.1 Personnel benefits		365		365	---	---
21.0 Travel and transportation of persons		150		150	---	---
22.0 Transportation of things		700		700	---	---
23.2 Communications, utilities, and other rent		40		40	---	---
25.0 Other services		1,200		1,200	---	---
26.0 Supplies and materials		2,103		2,103	---	---
31.0 Equipment		400		400	---	---
32.0 Lands and structures		2,000		2,000	---	---
Total requirements		10,000		10,000	---	---

1/ FTE-OTP = FTE-T (-) FTE-P

2/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

Type size:
8 point 22 picas
Case 190
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS

Amounts Available for Appropriation (in thousands of dollars)

Identification code	19 ⁸³ actual	19 ⁸⁴ estimate	19 ⁸⁵ estimate
Unappropriated balance, start of year.....	11,652	6,926	3,553
Collections (offsetting receipts)..	16,699	14,661	14,610
Transferred to general fund receipts.....	-6,705	-5,213	-4,506
Transferred to payments to States from grazing receipts, etc., public lands outside grazing districts.....	-1,356	-1,083	-985
Transferred to payments to States from grazing receipts, etc., public lands within grazing districts.....	-2,164	-1,738	-1,502
Total available for appropriation	18,126	13,553	11,170
Appropriation.....	-11,200	-10,000	-10,000
Unappropriated balance, end of year ^{1/}	6,926	3,553	1,170

(Mono cast: 21.5)

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(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

Identification code 14-5132-0-2-302	1983 actual	1984 estimate	1985 estimate
<u>Program by activities:</u>			
1. Improvements to Public Lands...	10,308	10,370	8,000
3. Farm Tenant Act Lands.....	1,150	1,676	1,400
3. Administrative expenses.....	600	600	600
10.00 Total obligations.....	12,058	12,646	10,000
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-3,504	-2,646	---
24.40 Unobligated balance available, end of year.....	2,646	---	---
40.00 Budget authority (appropriation) (indefinite, special fund)..	11,200	10,000	10,000
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	12,058	12,646	10,000
72.40 Obligated balance, start of year.....	2,193	3,736	6,632
74.40 Obligated balance, end of year	-3,736	-6,632	-6,882
90.00 Outlays.....	10,516	9,750	9,750
(Memo cast: 21.5)	(Memo cast: 5)	(Memo cast: 5)	(Memo cast: 4.9)
	BLM-321		

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS

Object Classification (in thousands of dollars)

Identification code	1983 actual	1984 estimate	1985 estimate
14-5132-0-2-302			
<u>Direct Program:</u>			
Personnel compensation:			
11.1 Full-time permanent.....	2,956	3,253	3,253
11.3 Other than full-time permanent..	326	460	460
11.5 Other personnel compensation....	99	90	90
11.8 Special personnel compensation..	1	---	---
11.9 Total personnel compensation....	3,382	3,042	3,042
12.1 Personnel benefits: Civilian....	393	365	365
21.0 Travel and transportation of persons.....	173	150	150
22.0 Transportation of things.....	843	750	700
23.2 Communications, utilities, and other rent.....	60	40	40
25.0 Other services.....	962	1,200	1,200
26.0 Supplies and materials.....	2,629	2,500	2,103
31.0 Equipment.....	-38	400	400
32.0 Lands and structures.....	3,659	4,199	2,000
99.9 Total obligations.....	12,058	12,646	10,000
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

RANGE IMPROVEMENTS

Personnel Summary

Identification code	1983 actual	1984 estimate	1985 estimate
14-5132-0-2-302			
Total number of full-time permanent positions.....	132	118	118
Total compensable workyears:			
Full-time equivalent employment..	145	130	130
Full-time equivalent of over-time and holiday hours.....	4	4	4
Average GS/GM grade.....	9.17	9.17	9.17
Average GS/GM salary.....	25,153	25,153	25,153
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

SPECIAL ACQUISITION
FOR LANDS & MINERALS

Appropriation Summary Statement

Appropriation: Special Acquisition for Lands and Minerals

The FY 1985 request includes this new account entitled "Special Acquisition for Lands and Minerals" that has been established to account for the issuance and use of monetary credits or bidding rights authorized by Congress for acquisition of non-Federal interests in the Rattlesnake NRA and Wilderness Area and the Cranberry Wilderness Area. In the case of the Cranberry Wilderness Area of West Virginia, Public Law 97-466 requires the purchase of non-Federal coal deposits and other mineral interests and rights in and contiguous with the Wilderness Area in cash or the equivalent in monetary credits. P.L. 97-466 goes on to state that "no payment shall be effective except to the extent or in such amounts as are provided in advance in appropriation acts."

The major activities financed by this appropriation are:

1. Rattlesnake NRA and Wilderness Area. Represents the monetary value of bidding rights issued plus accrued adjustments to the cash equivalent rate under the authority of P.L. 96-466 as amended by Section 7 of the Lee Metcalf Wilderness and Management Act of 1983. The bidding rights may be used as monetary credits against that portion of bonus payments, rentals or royalty payments paid under the Mineral Leasing Act of 1920 as amended, into the Treasury of the U.S. and retained by the Federal Government on any Federal coal lease won or otherwise held by the holder. The value of unused bidding rights increases at a rate set quarterly by the Secretary of the Treasury, pursuant to Section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). This is permanent authority not requiring current Congressional action.
2. Cranberry Wilderness Area. Represents the estimated value of coal deposits and other mineral interests and rights within and contiguous to the Cranberry Wilderness Area in West Virginia and required to be acquired pursuant to Section 4 of P.L. 97-466. The estimate for this project is \$10 million in FY 1985 or the equivalent in monetary credits.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Appropriation Language Sheet

Special Acquisition for Lands and Minerals

For the purchase of non-Federal coal deposits and other mineral interests and rights pursuant to Public Law 97-466, \$10,000,000 or the equivalent in monetary credits, to remain available until expended.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Justification of Proposed Language Changes

Special Acquisition for Lands and Minerals

Addition: "For the purchase of non-Federal coal deposits and other mineral interests and rights pursuant to Public Law 97-466, \$10,000,000 or the equivalent in monetary credits, to remain available until expended."

This language represents the authority to purchase or to borrow by the issuance of monetary credits for the purchase of non-Federal coal deposits and other mineral interests and rights within and contiguous to the Cranberry Wilderness Area in West Virginia.

Justification of Program and Performance

Activity: Special Acquisition for Lands and Minerals

<u>Program Element</u>		<u>FY 1984</u>	<u>FY</u>		<u>Inc.(+)</u>	<u>Inc.(+)</u>
		<u>Approp.</u>	<u>Enacted</u>	<u>FY 1985</u>	<u>Dec.(-)</u>	<u>Dec.(-)</u>
		<u>To Date</u>	<u>Base</u>	<u>Estimate</u>	<u>From 1984</u>	<u>From Base</u>
Rattlesnake NRA and Wilderness (Permanent Authority to Borrow)	\$ (FTE-T)	15,500 (---)	15,500 (---)	1,300 (---)	-14,200 (---)	-14,200 (---)

Authorization

P.L. 97-476
16 U.S.C. 460
11-3

The Rattlesnake Recreation Area and Wilderness Act of 1980. Section 4 of the Act authorized the Secretary of the Interior to accept title to private lands within the Rattlesnake Recreation Area and Rattlesnake Wilderness Area in exchange for bidding rights equal to the fair market value of such lands.

P.L. 98-140
16 U.S.C. 460
11-3

Section 7 of the Lee Metcalf Wilderness and Management Act of 1983 amended P.L. 96-476 to provide that the bidding rights may be used as a monetary credit, which shall be considered "money" within the meaning of section 35 of the Mineral Leasing Act of 1920, against the Federal portion of bonus payments, rental or royalty payments for Federal coal leases, and that the Secretary shall consummate the exchange of lands owned by Montana Power Company within the Area by issuing bidding rights equal to the negotiated cash equivalent of the fair market value of such Montana Power Company lands.

Objective

- ° To account for the monetary equivalent of bidding rights issued and adjustments to the value of such rights.

Base Program

On November 19, 1983, pursuant to the statutory authority cited above, the BLM issued bidding rights equal to \$14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilderness, in the State of Montana.

The certificate of bidding rights provided that the bidding rights granted may be used as monetary credits against that portion of bonus payments, rentals, or royalty payments paid under the Mineral Lands Leasing Act of 1920, as amended (31 USC 191), into the Treasury of the United States and retained by the Federal Government on any Federal coal lease won or otherwise held by the Montana Power Company, its successors and assigns. The State's 50 percent share of these payments would continue to be paid in cash.

To exercise bidding rights, the certificate holder shall notify the appropriate office of the Minerals Management Service (MMS) or the appropriate State Office of the Bureau of Land Management, by submitting a Bidding Rights Use Notice.

The value of bidding rights will increase at a rate set quarterly by the Secretary of the Treasury and published in the Federal Register, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). This rate will be compounded quarterly, and computed on the unused value of the bidding rights plus accrued interest. Interest will be computed on the average daily balance during each calendar quarter.

All rights granted shall continue until fully used, or if not fully used, no later than November 1, 1995, unless the eligibility period is extended. The eligibility period may be extended for the period of time that force majeure has prevented the use of these rights.

Bidding rights may be assigned to any entity in minimum amounts of \$100,000.

The FY 1984 amount represents permanent authority to borrow in the amount of \$15,500,000 for the initial bidding rights issued plus accrued adjustments to the cash equivalent rate at current Treasury rates.

Decrease for FY 1985

	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Decrease</u>
\$	15,500	1,300	-14,200

The decrease represents the reflection of only additional cash adjustments to assumed unexercised bidding rights at current Treasury rates. It is permanent authority to borrow, requiring no current Congressional action.

Justification of Program and Performance

Activity: Special Acquisition for Lands and Minerals

<u>Program Element</u>		<u>FY 1984</u> <u>Approp.</u> <u>Enacted</u> <u>To Date</u>	<u>FY</u> <u>1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Inc.(+)</u> <u>Dec.(-)</u> <u>From 1984</u>	<u>Inc.(+)</u> <u>Dec.(-)</u> <u>From Base</u>
Cranberry Wilderness						
(Current Authority to	\$	---	---	10,000	+10,000	+10,000
Borrow)	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	\$	---	---	10,000	+10,000	+10,000
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Authorization

P.L. 97-466 Public Law 97-466 established the Cranberry Wilderness Area and requires the acquisition of non-Federal coal deposits and other mineral interests and rights in and contiguous to the area through an outright purchase or through the extension of monetary credits.

Objective

- ° To account for the issuance and use of monetary credits authorized by Congress for acquisition of non-Federal lands and minerals interests and rights in the Cranberry Wilderness.

FY 1985 Estimate

The FY 1985 estimate of \$10,000,000 represents the current estimate of the amount needed to purchase, or authority to borrow (in terms of issuing monetary credits of equivalent value) for the purchase of non-Federal coal deposits and other mineral interests and rights within and contiguous to the Cranberry Wilderness Area in the Monongahela National Forest, West Virginia.

Public Law 97-466, signed on January 13, 1983 designated certain lands in the Monongahela National Forest in West Virginia as wilderness. Among the lands so designated are approximately 35,600 acres in the Cranberry Wilderness Area. While the surface of this area is owned by the United States and managed by the Forest Service, the rights to underlying minerals for about 86 percent of this area are privately owned. Bituminous coal is the most important mineral resource owned. Some of the coal resource lies in beds of sufficient quantities and thickness to make underground (drift) mining feasible.

Section 4 of P.L. 97-466 directed the Secretary of the Interior in consultation with the Secretary of Agriculture, to acquire (1) all non-federally owned coal deposits and other mineral interests and rights within the boundaries of the Cranberry Wilderness and (2) coal deposits and mineral interests outside the boundaries which are: (A) contiguous to the deposits, mineral interests, and rights referred to in item (1) and owned by the person

or entity which owns the deposits, interests, and rights referred to in item (1); or (B) economically accessible only through the exercise of rights held within the wilderness. The Act also provides that the Secretary shall determine the present fair market value of the coal deposits, mineral interests and rights. It further states that: upon voluntary surrender and relinquishment by the owner of all nonfederally owned coal deposits and other mineral interests and rights in the Cranberry Wilderness, the Secretary shall extend to the owner, its successors and assigns, a monetary credit to be used against that portion of payment, bonus payments, rental or royalty payments paid into the Treasury of the United States and retained by the Federal Government on any mineral, oil, or gas lease or other Federal property competitively won or otherwise held by the applicant, its successors, or assigns. The monetary credit may be transferred or sold at any time by the owner to any other party with all the rights of the owner to the credit, and after such transfer, the owner shall notify the Secretary.

In lieu of the monetary credits described above, the Secretary may, at his sole option, purchase the mineral rights referred to above.

The evaluation work should be completed during FY 1984 and a decision made on acquiring the non-federal rights. Acquisition is anticipated to occur in FY 1985.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SPECIAL ACQUISITION FOR LANDS AND MINERALS
Program and Financing (in thousands of dollars)

Identification code 14-1117-0-1-302	83 19 actual	84 19 estimate	85 19 estimate
<u>Program by activities:</u>			
1. Rattlesnake NRA and Wilderness Area.....	---	15,500	1,300
2. Cranberry Wilderness Area.....	---	---	<u>10,000</u>
10.00 Total obligations (object class 33.0).....	---	15,500	11,300
39.00 Budget Authority.....	---	15,500	11,300
Budget Authority:			
Current:			
47.00 Authority to Borrow..... (Public Law 97-466)	---	---	10,000
Permanent:			
67.00 Authority to Borrow..... (Public Law 96-476, as amended)	---	15,500	1,300
Relation of obligations to outlays			
71.00 Obligations incurred, net.....	---	15,500	11,300
80.00 Outlays.....	---	15,500	11,300
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Appropriation Summary Statement

Appropriation: Recreation Development and Operation of Recreation Facilities

Proposed changes to the appropriation language for the "Operation of the National Park System" appropriation would make recreation user fees collected by the Bureau of Land Management (BLM) from use of its facilities and lands, which are now deposited into the Land and Water Conservation Fund, available for appropriation to BLM to operate and maintain its recreation facilities starting FY 1986. Fees collected in FY 1985 would not become available until appropriated in FY 1986.

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

July 1964, Bureau of the Budget
Circular No. A-11, Revised
300-101

Amounts available for appropriation (in thousands of dollars)

(Mgno cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
500-101

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES
Program and Financing (in thousands of dollars)

Identification code	1983 actual	1984 estimate	1985 estimate
14-5011-0-2-302			
Program by activities:			
10.00 Total obligations	1	21	---
Financing:			
21.40 Unobligated balance available, start of year.....	-22	-21	---
24.40 Unobligated balance available, end of year.....	21	---	---
39.00 Budget authority.....	---	---	---
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	1	21	---
72.40 Obligated balance, start of year	---	---	---
74.40 Obligated balance, end of year.	---	---	---
90.00 Outlays.....	1	21	---

(Mono cast: 21.5)

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(Mono cast: 4.9)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101 REC.

Identification code 14-5011-0-2-302	83 19 actual	84 19 estimate	85 19 estimate
11.5 Personnel compensation: other personnel compensation.....	1	---	---
25.0 Other services.....	---	21	---
99.9 Total obligations....	1	21	---
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(Mono cast: 4.9)

BLM-343

SERVICE CHARGES,
DEPOSITS & FORFEITURES

Appropriation Summary Statement

Appropriation: Service Charges, Deposits, and Forfeitures

This appropriation finances the BLM's costs of performing specific applicant initiated actions by collecting deposits or service charges from the applicant and making these funds immediately available for use by BLM. The account, as established pursuant to the Federal Land Policy and Management Act of 1976, provides management with flexibility to respond to externally-initiated applications and ensures the immediate availability of funds for work such as right-of-way processing. This flexibility and fund availability is particularly important given the unpredictability of the timing and location of right-of-way applications, which are by far the largest program in this appropriation.

In FY 1985 a few oil and gas pipeline right-of-way permits will be issued under Title I of the 1973 Amendments to the Mineral Leasing Act of 1920. That title provides authority to the Secretary of the Interior to process and issue permits for oil and gas pipeline rights-of-way which cross lands administered by two or more Federal agencies.

Funds are also expected to be deposited for processing applications and monitoring construction and operations for about 50 right-of-way projects including the Trans-Alaska pipeline, other oil and gas pipelines, electric and other transmission lines, power plants, and water delivery systems.

Processing costs of small energy-related and nonenergy-related rights-of-way projects, estimated to cost less than \$5,000 to process, will be provided to this appropriation through a fee schedule in both FY 1984 and FY 1985.

In addition to right-of-way processing, this appropriation also finances certain costs for miscellaneous cost recoverable realty cases, repair of damaged lands, and BLM's Adopt-a-Horse Program.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

SERVICE CHARGES, DEPOSITS, AND FORFEITURES

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended[.]: Provided, That, pursuant to this Act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under section 304 of the Act of October 21, 1976, and sections 101 and 203 of Public Law 93-153 and appropriated under this heading shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That, pursuant to this Act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c), may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under section 304(b) of the Act of October 21, 1976.

(P.L. 98-146, making appropriations for the Department of the Interior and related agencies, 1984.)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Service Charges, Deposits, and Forfeitures

1. Insert the following language: ":Provided, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under Section 304 of the Act of October 21, 1976, and Sections 101 and 203 of Public Law 93-153 and appropriated under this heading shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c), may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under Section 304(b) of the Act of October 21, 1976."

This new language provision in BLM's Service Charges, Deposits and Forfeitures appropriation responds to a recent Appeals Court ruling on consolidated appeals in Nevada Power Co., et al. v. U.S. (Tenth Circuit, June 16, 1983). The Tenth Circuit ruled that the Secretary of the Interior must consider all factors listed in section 304(b) of the Federal Land Policy and Management Act (FLPMA), 43 U.S. 11734(b), in determining whether costs charged to applicants for special benefits are reasonable.

The above language is being requested to clarify the Congressional intent that the Secretary collect the full, actual cost of processing these large scale right-of-way applications without regard to making individual case-by-case determinations on the other factors listed in section 304(b). Except for donated funds, only those funds collected from applicants, and deposited in and appropriated from this account may be expended for the purpose of processing those applications. The language also provides that small applications, which are relatively inexpensive to process and which are subject to a fixed schedule of fees or service charges set by regulation, may be processed using these or other funds available to the BLM including the amount of the fixed fees collected, deposited in and appropriated from this account without regard to maintaining exact project-by-project accounting for each application.

Appropriation Language Citations

Appropriation: Service Charges, Deposits, and Forfeitures

1. For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended.

43 U.S.C. 1719(c)

43 U.S.C. 1734(a)

43 U.S.C. 1734(b)

43 U.S.C. 1735(a)

43 U.S.C. 1764(g)

and

P.L. 93-153 Sec. 101

P.L. 93-153 Sec. 203

43 U.S.C. 1719(c) (FLPMA Section 209(b)) provides for conveyance of mineral interests upon payment of Administrative costs and that the "moneys paid for Administrative costs shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands"

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys....shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary;or in contract involving present or potential damage to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended.."

43 U.S.C. 1764(g) (FLPMA Section 504(g)) provides for payment of rental fees on rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way and in inspection and monitoring of construction, operation, and termination of the facility pursuant to the right-of-way.

P.L. 93-153 Sec. 101 and 203 amends section 28 of the Mineral Leasing Act of 1920 and authorizes a Trans-Alaska oil pipeline and provides for reimbursement of costs pursuant to issuance of the right-of-way.

2. "Provided, That pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under Section 304 of the Act of October 21, 1976, and Sections 101 and 203 of Public Law 93-153 and appropriated under this heading shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c) may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under Section 304(b) of the Act of October 21, 1976:"

43 U.S.C. 1734(a) (b)

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands"

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys. . . shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1737

43 U.S.C. 1737 (FLPMA Section 307(c)) provides that "the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public lands, including the acquisition of rights-of-way for such purposesMoneys received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended, as the Secretary may direct, for payment of expenses incident to the function toward the administration of which the contributions were made and for refunds to depositors of amounts contributed by them in specific instances where contributions are in excess of their share of the cost."

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

(Dollar amounts in thousands)

SUMMARY OF BASE ADJUSTMENTS

	FTE-T	Amount	FTE-T	Amount
Appropriation (Indefinite), 1984 1/	67	8,700		
Adjustments to base and built-in changes	---	---		
1985 Base budget	67	8,700		

1984

	1983 Actual	Appropriation 1/ Enacted to Date	1985 Base	1985 Request	Inc. (+)/Dec. (-) From 1984 Approp.	Inc. (+)/Dec. (-) From 1985 Base
	FTE-T Amount	FTE-T Amount	FTE-T Amount	FTE-T Amount	FTE-T Amount	FTE-T Amount

Comparison by activity:

Rights-of-Way Processing	65	3,016	65	6,500	65	6,500	---	---
Adopt-a-Horse Program...	---	486	---	1,200	---	1,200	---	+375
Repair of Damaged Lands.	2	1,808	1	850	1	850	---	---
Cost Recoverable								
Realty Cases,.....	1	47	1	150	1	150	---	---
Total Requirements	68	5,357	67	8,700	67	8,700	---	+375

1/ Budget authority for this account is an indefinite appropriation; the estimate of the appropriation is based on anticipated receipts from deposits, forfeitures, cost reimbursements, and performance bonds.

Justification of Program and Performance

Appropriation:	Service Charges, Deposits and Forfeitures
Activity:	Rights-of-Way Processing

(dollar amounts in thousands)

		FY 1984	FY	FY	Inc. (+)	Inc. (-)
		Approp.	1985	1985	Dec. (-)	Dec. (-)
		Enacted				
		to Date	Base	Estimate	from 1984	from Base
Total Requirements	\$	6,500	6,500	6,500	---	---
	(FTE-T)	(65)	(65)	(65)	(---)	(---)

Authorization

43 U.S.C. 1734, 1764 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> authorizes collection of service charges and deposits to finance the costs of certain right-of-way application and permitting activities.
30 U.S.C. 18 P.L. 93-153	The <u>Trans-Alaska Pipeline Act of 1973</u> (Section 101) amended the Mineral Leasing Act of 1920 to authorize rights-of-ways for oil, gas, and other fuels. It further authorized the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Right-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.
15 U.S.C. 719 P.L. 92-195	The <u>Alaska Natural Gas Transportation Act of 1976</u> authorizes the granting of certificates, rights-of-way permits, and leases.
42 U.S.C. 4321 (4331-4335, 4341-4347) P.L. 91-190	The <u>National Environmental Policy Act of 1969</u> requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of this activity are to facilitate production and transportation of domestic energy resources and to expedite the granting of nonenergy rights-of-way (R/W's) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable rights-of-way over public lands (as authorized by the Federal Land Policy and Management Act of 1976 and the 1973 amendment to the Mineral Leasing Act of 1920). Financing is obtained from deposits of funds made in advance of Bureau work by applicants and grant holders.

Only those costs incurred as a direct result of the filing of an application or the issuing of a right-of-way grant and which facilitate processing, monitoring or termination of such are charged against the individual project.

FY 1985 program

The FY 1985 base and estimate funding level for Rights-of-Way Processing is \$6,500,000 and 65 FTE-T.

This activity accomplishes the workload associated with granting rights-of-way including preliminary analyses, environmental assessments, appraisals, grant issuance, and compliance monitoring. The FY 1985 program consists of processing the major right-of-way applications (fee schedule category VI) listed below, some of which will cost more than \$100,000 to process, and processing of energy related and nonenergy related rights-of-way which are determined to be in in categories I thru V and for which costs are reimbursed through a fee schedule.

<u>Cost Recovery Schedule-Category VI</u>				Increase (+)
(Major Rights-of-Way)	FY 1983	FY 1984	FY 1985	or
<u>Applications Processed</u>	<u>Actual</u>	<u>Approp.</u>	<u>Estimate</u>	<u>Decrease (-)</u>
Transmission Lines	17	10	10	---
Pipelines				
-Oil (includes Trans - Alaska Pipeline Surveillance)	12	9	9	---
-Gas Alaska Natural Gas Transportation Systems (ANGTS)	10	8	8	---
Powerplants	6	5	5	---
Coal slurry lines	1	1	1	---
Other (e.g., aerial tramways, wind plants, & reservoirs)	<u>18</u>	<u>12</u>	<u>12</u>	<u>---</u>
Total	64	45	45	---
<u>Cost Recovery Schedule-Category I-V</u>				
Energy R/W	---	3,020	3,020	---
Nonenergy R/W	---	900	900	---

Justification of Program and Performance

Appropriation:	Service Charges, Deposits and Forfeitures
Activity:	Adopt-a-Horse Program

(dollar amounts in thousands)

		1984				
		Approp.	FY	FY	Inc.(+)	Inc.(+)
		Enacted	1985	1985	Dec.(-)	Dec.(-)
		to Date	Base	Estimate	from 1984	from Base
Total Activity						
Requirements	\$	1,200	1,200	1,575	+375	+375
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 1732, 1734
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes collection of service charges to finance the costs of certain applicant activities.

16 U.S.C. 1331-
1340
P.L. 92-195

The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act (PRIA) of 1978, P.L. 95-514, authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the government.

43 U.S.C. 1901 et seq.
P.L. 95-514

The Public Rangelands Improvement Act (PRIA) of 1978 establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

Objectives

The objectives of the Adopt-a-Horse Program are to:

- ° Provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements;
- ° Recover the associated transportation, veterinary, and animal maintenance costs from persons adopting the animals; and,
- ° Sell excess animals for which no adoption demand exists, assuming legislation currently under consideration by Congress is enacted before FY 1985.

Base program

The FY 1985 Base is estimated to be \$1,200,000.

BLM charges standard fees for the adoption of wild horses and burros to partially offset costs of operating the adoption program. These fees are deposited into this account, are immediately appropriated, and become available for use by BLM to conduct the program.

Effective March 4, 1983, standard adoption fees paid to BLM by adopters of wild horses and burros were set at \$125 per horse and \$75 per burro. Adopters must also pay associated transportation costs which average \$40 per animal from the preparation facility, usually a BLM-operated corral in the West, to the adoption point.

At the current adoption fee level, it is estimated that 6,100 horses and 1,650 burros will be adopted by qualified private cooperators in FY 1985, resulting in \$1,200,000 in fees and transportation costs collected.

The use of these funds will partially offset BLM's costs to: transport the excess animals from the capture site to a facility where they are prepared for adoption; provide necessary veterinary treatment and vaccinations; feed and handle the animals prior to adoption; process adoption applications; conduct compliance checks on adopters; process title applications; and contract for the operation of fixed and temporary adoption centers by private contractors.

Increase for FY 1985

(dollars in thousands)

	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Difference</u>
\$	1,200	1,575	+375
(FTE-T)	(---)	(---)	(---)

It is estimated that if authority to sell excess wild horses and burros is enacted, availability in this program will increase by \$375,000.

Legislation has been introduced in the 98th Congress (S. 457 and H.R. 1675) which would grant authority to BLM to sell excess wild horses and burros for which there is no adoption demand. Sale authority is desirable, and BLM supports the concept. This estimate assumes that sale authority will be available to BLM during FY 1985 and that the sale proceeds will be made available through this appropriation to further the objectives of the wild horse and burro management program.

The FY 1985 estimate of \$1,575,000 is derived as follows:

6,100 horses	@ \$165 =	\$1,010,000
1,650 burros	@ \$115 =	190,000
<u>7,750</u>	Subtotal	<u>\$1,200,000</u>

Proposed legislation required:

Sales Revenues:

1,870 horses	@ \$196 =	\$365,000
420 burros	@ \$25 =	10,000
<u>2,290</u>	Subtotal	<u>\$375,000</u>

TOTAL Adoption and Sales Revenues = \$1,575,000

Distribution of change by object class

The object class detail for the proposed increase of \$375,000 is as follows:

Other services \$375,000

Justification of Program and Performance

Appropriation:	Service Charges, Deposits and Forfeitures
Activity:	Repair of Damaged Lands

(dollar amounts in thousands)

		FY 1984				
		Approp.	FY	FY	Inc. (+)	Inc. (+)
		Enacted	1985	1985	Dec. (-)	Dec. (-)
		<u>to Date</u>	<u>Base</u>	<u>Estimate</u>	<u>from 1984</u>	<u>from Base</u>
Total Activity						
Requirements	\$	850	850	850	---	---
	(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

43 U.S.C. 1735
P.L. 94-579

The Federal Land Policy and Management Act of 1976, (Section 305) authorizes collection for damages, forfeiture of performance bonds, and receipts of deposits to finance the costs of certain land restoration activities.

42 U.S.C. 4321
(4331-4335,
4341-4347)
P.L. 91-190

The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of this activity are to:

- ° Rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted; and
- ° Rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass).

FY 1985 program

FLPMA authorizes the collection of deposits and performance bonds from resource developers, purchasers, or permittees. It further authorizes the use of those funds to perform rehabilitation made necessary by actions of those users. A total of \$850,000 is estimated to become available in Fiscal Year 1985 for repair of damaged lands and facilities.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Cost Recoverable Realty Cases

(dollar amounts in thousands)

	1984				
	Approp.	FY	FY	Inc. (+)	Inc. (+)
	Enacted	1985	1985	Dec. (-)	Dec. (-)
	to Date	Base	Estimate	from 1984	from Base
Total Requirements					
\$	150	150	150	---	---
(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

43 U.S.C. 1719, 1732, 1745, 1746,
P.L. 94-579

The Federal Land Policy and Management Act of 1976 authorizes collection of service charges and permitting deposits to finance the costs of certain application processing activities.

Objective

The objective of this program is to provide a funding mechanism to recover the cost of processing certain types of realty cases as authorized by FLPMA.

FY 1985 program

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions desiring these services deposit money with the Bureau in advance for performance of the specified work. These services are as follows:

Expenses, Conveyance of Federally-Owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under Section 209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program, to determine whether and what kind of mineral deposits are under the land, evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed, and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under Section 315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the land boundaries have changed due to riparian boundary changes, preparing the Riparian Specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Correction of Conveyance Documents. Funds received from applicants for correction of conveyance documents under Section 316 of FLPMA are used to cover the administrative costs of determining whether an error exists and the costs involved in issuing the corrected patent or conveyance documents.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under Section 302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application, monitoring construction, operation, and maintenance of authorized facilities, and monitoring rehabilitation and restoration of the lands.

Bureau of Land Management

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Service Charges, Deposits and Forfeitures		FY 1985 Base		FY 1985 Estimate		Inc. (+) or Dec. (-)	
		FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Object Class							
11.	Personnel compensation:						
11.1	Permanent positions - FTE-P	65	1,897	65	1,897	---	---
11.3	Positions other than permanent 1/	10	66	2	66	---	---
11.5	Other personnel compensation 2/	(1)	30	(1)	30	---	---
	Total personnel compensation	67	1,993	67	1,993	---	---
Other Objects							
12.1	Personnel benefits		379		379		---
21.0	Travel and transportation of persons		200		200		---
			450		450		---
22.0	Transportation of things		50		50		---
24.0	Printing and reproduction		4,608		4,983		+375
25.0	Other services		150		150		---
26.0	Supplies and materials		20		20		---
31.0	Equipment		850		850		---
32.0	Lands and structures						
	Total requirements		8,700		9,075		+375

1/ FTE-OTP = FTE-T (-) FTE-P

2/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code	19 83 actual	19 84 estimate	19 85 estimate
14-5017-0-2-302			
<u>Program by activities:</u>			
1. Rights-of-way processing.....	2,684	6,500	6,500
2. Adopt-a-Horse Program.....	682	1,200	1,575
3. Repair of lands and facilities.	232	850	1,000
4. Cost recoverable realty cases..	40	150	150
10.0001 Total obligations	5,000	8,700	9,225
<u>Financing:</u>			
21.4001 Unobligated balance available, start of year.....	-2,169	-3,888	-3,888
24.4001 Unobligated balance available, end of year.....	3,888	3,888	3,738
40.0001 Budget authority (appropriation) (indefinite, special fund).	5,357	8,700	9,075
<u>Relation of obligations to outlays:</u>			
71.0001 Obligations incurred, net.	3,638	8,700	9,225
72.4001 Obligated balance, start of year.....	1,250	523	1,023
74.4001 Obligated balance, end of year..	-523	-1,023	-1,673
90.0001 Outlays.....	4,366	8,200	8,575

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

Identification code	1983 actual	1984 estimate	1985 estimate
14-5017-0-2-302			
Personnel compensation:			
11.101 Full-time permanent.....	1,925	1,897	1,897
11.301 Other than full-time permanent.	67	66	66
11.501 Other personnel compensation...	31	30	30
11.901 Total personnel compensation...	2,023	1,993	1,993
12.101 Personnel benefits: Civilian...	394	379	379
21.001 Travel and transportation of persons	155	200	200
22.001 Transportation of things.....	208	450	450
23.101 Standard level user charges...	1	---	---
23.201 Communications, utilities and and other rent	68	---	---
24.001 Printing and reproduction	49	50	50
25.001 Other services	501	4,758	5,133
26.001 Supplies and materials	78	150	150
31.001 Equipment	2	20	20
32.001 Lands and structures	159	700	350
99.901 Total obligations	3,638	8,700	9,225

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

SERVICE CHARGES, DEPOSITS, AND FORFEITURES

Personnel Summary

BLM-365

MISCELLANEOUS
PERMANENT APPROPRIATION

Appropriation Summary Statement

Appropriation: Miscellaneous Permanent Appropriations

The majority of these appropriations provide for sharing receipts that are collected from the sale, lease, or use of the public lands and resources with the States and counties in which such lands are located. BLM distributes these amounts in accordance with various laws that specify the percentages to be paid and, in some cases, how the States and counties must use these funds.

Also included are two other permanent appropriations. First is the appropriation of funds collected from sale of water from wells developed after discovery of water when drilling for oil or gas. The second is the appropriation of funds collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. The latter is normally applicable to roads subject to heavy, continuous use involving several users at a time such as mainline timber access roads in western Oregon. The funds are permanently appropriated by statute and, therefore, do not require an annual appropriation.

The following appropriations are included within this account:

1. Leasing of grazing lands
2. Payments to Oklahoma, royalties
3. Payments to Coos and Douglas Counties, Oregon, receipts from Coos Bay Wagon Road grant lands
4. Payments to counties, Oregon and California grant lands
5. Payments to States (proceeds of sales)
6. Payments to States from grazing receipts, etc., public land outside grazing districts
7. Payments to States from grazing receipts, etc., public lands within grazing districts
8. Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous
9. Payments to States from receipts under the Mineral Leasing Act
10. Payments to counties, National Grasslands
11. Expenses, road maintenance deposits
12. Payments to Nevada from receipts on land sales
13. Payments from proceeds, Sale of Water

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Miscellaneous Permanent Appropriations

SUMMARY OF BASE ADJUSTMENTS:

	(Dollar amounts in thousands)	
	FTE-T	Amount
Appropriation, 1984	---	70 57,923
Anticipated savings from management initiatives:		
A-76 FTE Savings	---	-15 ---
1985 Base budget	---	55 57,923

	1983		1984		1985 Base		1985 Estimate		Increase(+) Decrease(-) from 1984		Increase(+) Decrease(-) from 1985	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount

Comparison by activities:

1. Leasing of grazing lands ..	---	1	---	---	---	---	---	---	---	---	---	---
2. Payments to Oklahoma (royalties).....	---	6	---	6	---	6	---	6	---	---	---	---
3. Payments to Coos and Douglas counties, Oregon, Coos Bay Wagon Road grant lands...	---	625	---	580	---	580	---	580	---	---	---	---
4. Payments to counties, Oregon and California grant lands	---	39,212	---	47,214	---	47,214	---	57,500	---	+10,286	---	+10,286
5. Payments to States (proceeds of sales)	---	311	---	263	---	263	---	880	---	+617	---	+617
6. Payments to States from grazing receipts, etc., public lands outside of grazing districts	---	1,198	---	1,083	---	1,083	---	985	---	-98	---	-98

1/ Estimates of the appropriation are based, in part, upon anticipated receipts and collections; some may vary from the estimate depending upon actual receipts or collections received.

	1983		1984		1985 Base		1985 Estimate		Increase (+) Decrease (-) from 1984		Increase (+) Decrease (-) from 1985	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
7. Payments to States from grazing receipts, etc., public lands within grazing districts	---	2,077	---	1,729	---	1,729	---	1,497	---	-232	---	-232
8. Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous	---	6	---	8	---	8	---	5	---	-3	---	-3
9. Payments to States from receipts under Mineral Leasing Act	---	535,242	---	---	---	---	---	---	---	---	---	---
10. Payments to counties, National grasslands	---	602	---	679	---	679	---	844	---	+165	---	+165
11. Expenses, road maintenance deposits	70	5,073	70	5,616	55	5,616	55	5,600	-15	-16	---	-16
12. Payments to Nevada from receipts on land sales ..	---	59	---	745	---	745	---	750	---	+5	---	+5
13. Payments from proceeds, Sale of Water	---	---	---	---	---	---	---	---	---	---	---	---
Total	70	584,412	70	57,923	55	57,923	55	68,647	-15	+10,724	---	+10,724

1/ Estimates of the appropriation are based, in part, upon anticipated receipts and collections; some may vary from the estimate depending upon actual receipts or collections received.

2/ Transferred to Minerals Management Service in Fiscal Year 1984.

JUSTIFICATION OF BASE ADJUSTMENTS

Anticipated savings from management initiatives

In FY 1985 certain management initiatives will be conducted to improve performance and cost-effectiveness of the Bureau's management and support functions. The savings expected to result from these initiatives are discussed below.

A-76 FTE Savings \$-0-

This management initiative involves estimated savings of 15 FTE's resulting from contracting out services currently provided by Bureau personnel, based on cost comparison reviews conducted under OMB Circular A-76. Although funding savings are anticipated as a result of these reviews, dollar savings are not forecast until later years due to uncertainty regarding one-time costs associated with the conversion of services from a Government-operated to a contractor-operated basis.

Justification of Program and Performance

Activity: 1. Leasing of Grazing Lands

(dollar amounts in thousands)

	1984				
	Approp.			Inc. (+)	Inc. (+)
	Enacted	FY 1985	FY 1985	Dec. (-)	Dec. (-)
	To Date	Base	Estimate	from 1984	from Base
Total Requirements \$	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 43 U.S.C. 315m, State, county and privately-owned grazing lands that are intermingled with public grazing lands are managed on a leased basis within the limits of receipts from such arrangements.

Activity: 2. Payments to Oklahoma (royalties)

(dollar amounts in thousands)

	1984				
	Approp.			Inc. (+)	Inc. (+)
	Enacted	FY 1985	FY 1985	Dec. (-)	Dec. (-)
	To Date	Base	Estimate	from 1984	from Base
Total Requirements \$	6	6	6	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37 1/2 percent of the Red River oil and gas royalties in lieu of State and local taxes in Kiowa, Comanche and Apache Tribal lands. These funds are to be used for construction and maintenance of public roads and support of public schools. The estimate of \$6,000 for FY 1985 is the same as the FY 1984 level.

Activity: 3. Payments to Coos and Douglas Counties, Oregon,
for Coos Bay Wagon Road Grant Lands

(dollar amounts in thousands)

	1984				
	Approp.			Inc. (+)	Inc. (+)
	Enacted	FY 1985	FY 1985	Dec. (-)	Dec. (-)
	To Date	Base	Estimate	from 1984	from Base
Total Requirements \$	580	580	580	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 54 Stat. 753-754, payments in lieu of taxes are made to Coos and Douglas counties out of receipts from the Coos Bay Wagon Road grant lands in Oregon. These payments are used for schools, roads, highways, bridges, and port districts and are paid at the same ad valorem tax rate as private lands. The estimate for FY 1985 is the same as the FY 1984 level.

Activity: 4. Payments to Counties, Oregon and California (O&C) Grant Lands

(dollars in thousands)

	1984				
	Approp.			Inc. (+)	Inc. (+)
	Enacted	FY 1985	FY 1985	Dec. (-)	Dec. (-)
	To Date	Base	Estimate	from 1984	from Base
Total Requirements S	47,214	47,214	57,500	+10,286	+10,286
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 39 Stat. 218 and 50 Stat. 876, as modified by annual appropriations acts (O&C Grant Land Fund), 50 percent of the receipts of Oregon and California grant land funds are paid to the counties in which the lands are situated, to be used as other county funds.

Increase for 1985

(dollars in thousands)

	FY 1985	FY 1985	
	Base	Estimate	Difference
S	47,214	57,500	+10,286
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to western Oregon counties will be increased in FY 1985 by \$10,286,000 as timber harvesting returns to normal levels.

Activity: 5. Payments to States (proceeds of sales)

(dollars in thousands)

	1984				
	Approp.			Inc. (+)	Inc. (+)
	Enacted	FY 1985	FY 1985	Dec. (-)	Dec. (-)
	To Date	Base	Estimate	from 1984	from Base
Total Requirements S	263	263	880	+617	+617
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 31 U.S.C. 711, the States are paid five (5) percent of the net proceeds (4 percent of gross proceeds) from the sale of public land and public land products. These payments are to be used for educational purposes or for construction of public roads and improvements.

Increase for 1985

(dollars in thousands)

	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Difference</u>
S	263	880	+617
(FTE-T)	(---)	(---)	(---)

An increase in payments to States in FY 1985 is anticipated as a result of accelerated land sale activity in FY 1984.

Activity: 6. Payments to States from grazing receipts, etc.,
public lands outside grazing districts

(dollars in thousands)

	1984 Approp. Enacted To Date	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Inc. (+)</u> <u>Dec. (-)</u> <u>from 1984</u>	<u>Inc. (+)</u> <u>Dec. (-)</u> <u>from Base</u>
Total Requirements S	1,083	1,083	985	-98	-98
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315i and 315m), the States are paid 50 percent of the grazing fee receipts from public lands outside of organized grazing districts.

Decrease for 1985

(dollars in thousands)

	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Difference</u>
S	1,083	985	-98
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to States will be decreased in FY 1985 due to decreased FY 1984 grazing fee receipts resulting from lower grazing fees during the 1984 grazing year.

Activity: 7. Payments to States from grazing receipts, etc.,
public lands within grazing districts

(dollars in thousands)

	1984				
	Approp.			Inc. (+)	Inc. (+)
	Enacted	FY 1985	FY 1985	Dec. (-)	Dec. (-)
	To Date	Base	Estimate	from 1984	from Base
Total Requirements S	1,729	1,729	1,497	-232	-232
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934, (43 U.S.C. 315b and 315i), the states are paid 12 1/2 percent of grazing fee receipts from lands within organized grazing district boundaries.

Decrease for 1985

(dollars in thousands)

	FY 1985	FY 1985	
	Base	Estimate	Difference
S	1,729	1,497	-232
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to States will be decreased by \$232,000 in FY 1985 due to decreased FY 1984 grazing fee receipts resulting from lower grazing fees during the 1984 grazing year.

Activity: 8. Payments to States from grazing receipts, etc.,
public lands within grazing districts, miscellaneous

(dollars in thousands)

	1984				
	Approp.			Inc. (+)	Inc. (+)
	Enacted	FY 1985	FY 1985	Dec. (-)	Dec. (-)
	To Date	Base	Estimate	from 1984	from Base
Total Requirements S	8	8	5	-3	-3
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 43 U.S.C. 315, the states are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis.

Decrease for 1985

(dollars in thousands)

	FY 1985	FY 1985	
	Base	Estimate	Difference
S	8	5	-3
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to States will be decreased by \$3,000 in FY 1985 due to decreased FY 1984 grazing receipts resulting from lower grazing fees during the 1984 grazing year.

Activity: 9. Payments to States from receipts under Mineral Leasing Act

(dollars in thousands)

	1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements \$	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 30 U.S.C. 191 and 30 U.S.C. 285, all States (except Alaska) are paid 50 percent of the receipts from bonuses, royalties, and rentals resulting from the leasing of mineral resources on public lands. Alaska is paid 90 percent of their receipts outside of the National Petroleum Reserve - Alaska (NPR-A) and 50 percent within NPR-A.

This function is being transferred to Minerals Management Service in FY 1984.

Activity: 10. Payments to counties, National Grasslands

(dollars in thousands)

	1984 Approp. Enacted To Date	FY 1985 Base	FY 1985 Estimate	Inc. (+) Dec. (-) from 1984	Inc. (+) Dec. (-) from Base
Total Requirements \$	679	679	844	+165	+165
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 7 U.S.C. 1012, 25 percent of the revenues received from the use of National Grasslands is paid to the counties in which such lands are located. These funds are used for schools and roads.

Increase for 1985

(dollars in thousands)

	FY 1985 Base	FY 1985 Estimate	Difference
\$	679	844	+165
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to counties will be increased by \$165,000 due to increased receipts from mineral leasing in FY 1984.

Activity: 11. Road Maintenance Deposits

(dollars in thousands)

	1984				
	Approp.			Inc. (+)	Inc. (+)
	Enacted	FY 1985	FY 1985	Dec. (-)	Dec. (-)
	To Date	Base	Estimate	from 1984	from Base
Total Requirements \$	5,616	5,616	5,600	-16	-16
(FTE-T)	(70)	(55)	(55)	(-15)	(---)

Public Law 94-579, approved October 12, 1976, provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are appropriated to BLM for road maintenance. Applicable roads are normally subject to heavy, continuous use by several users. Mainline timber access roads in western Oregon fall into this category. Monies collected on Oregon and California grant lands are available for those lands only (43 U.S.C. 1701 et seq.), excluding \$150,000 which is earmarked for administrative expenses.

Decrease for 1985

	FY 1985	FY 1985	
	Base	Estimate	Difference
\$	5,616	5,600	-16
(FTE--T)	(55)	(55)	(---)

The decrease for FY 1985 is due to anticipation of a slight decrease in receipts from commercial road users.

Activity: 12. Payments to Nevada from receipts on land sales

(dollars in thousands)

	1984				
	Approp.			Inc. (+)	Inc. (+)
	Enacted	FY 1985	FY 1985	Dec. (-)	Dec. (-)
	To Date	Base	Estimate	from 1984	from Base
Total Requirements \$	745	745	750	+5	+5
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Public Law 96-586 (Burton-Santini Act) of 1980 authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds which are returned to the State are to be used for the State's general education program, and the monies returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities.

Increase for 1985

(dollars in thousands)

	<u>FY 1985</u> <u>Base</u>	<u>FY 1985</u> <u>Estimate</u>	<u>Difference</u>
S	745	750	+5
(FTE-T)	(---)	(---)	(---)

Payments to the State and municipalities are expected to increase as increased amounts for land sales are received in FY 1984.

Activity: 13. Payments from proceeds, Sale of Water

(dollars in thousands)

	1984				
	Approp.			Inc. (+)	Inc. (+)
	Enacted	FY 1985	FY 1985	Dec. (-)	Dec. (-)
	<u>To Date</u>	<u>Base</u>	<u>Estimate</u>	<u>from 1984</u>	<u>from Base</u>
Total Requirements S	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Section 40(d) of the Mineral Leasing Act of 1920 (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on public lands strike water, water wells may be developed by the Department from the proceeds from sale of water from existing wells.

BUREAU OF LAND MANAGEMENT

Summary of Requirements by Object Class (dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations

Object Class	1985 Base		1985 Estimate		Inc. (+) or Dec. (-)	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
11. Personnel compensation:						
11.1 Permanent positions FTE-P	55	1,600	55	1,600	---	---
11.9 Total personnel compensation	55	1,600	55	1,600	---	---
Other Objects						
12.1 Personnel benefits		200		200	---	---
25.0 Other services.....		3,800		3,800	---	---
41.0 Grants, subsidies, and contributions.....		52,323		63,047		+10,724
Total requirements.....		57,923		68,647		+10,724

July 1964, Bureau of the Budget
Circular No. A-11, Revised.

MISCELLANEOUS PERMANENT APPROPRIATIONS

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS (cont.)
Program and Financing (in thousands of dollars)

Identification code	1983 actual	1984 estimate	1985 estimate
14-9921-0-2-999			
Relation of obligations to outlays:			
71.0001 Obligations incurred, net	581,857	57,923	68,647
72.4001 Obligated balance, start of year	5,443	5,147	5,347
74.4001 Obligated balance, end of year	-5,147	-5,347	-5,547
Outlays	582,153	57,723	68,447
Budget authority is distributed as follows:			
Leasing of grazing lands (receipt limitations).....	1	---	---
Payments to Oklahoma (royalties)....	6	6	6
Payments to Coos and Douglas Counties, Oregon, from receipts Coos Bay Wagon Road grant lands.....	625	580	580
Payments to counties, Oregon and California grant lands.....	39,212	47,214	57,500
Payments to States (proceeds of sales) (receipt limitations).....	311	263	380
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,198	1,083	985
Payments to States from grazing receipts, etc., public lands within grazing districts.....	2,077	1,729	1,497
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	6	8	5
Payments to States from receipts under Mineral Leasing Act.....	535,242	---	---
Payments to counties, national grass- lands.....	602	679	844
Expenses, road maintenance deposits.	5,073	5,616	5,600
Payments to Nevada from receipts on land sales	59	745	750
Payments from proceeds, sale of water	---	---	---
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

MISCELLANEOUS PERMANENT APPROPRIATIONS (cont.)
Program and Financing (in thousands of dollars)

BLM-383

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code	19 83 actual	19 84 estimate	19 85 estimate
14-9921-0-2-999			
Personnel compensation:			
111.101 Full-time permanent.....	1,601	1,600	1,600
111.901 Total personnel compensation..	1,601	1,600	1,600
112.101 Personnel benefits Civilian...	200	200	200
121.101 Travel and transportation of persons	---	---	---
122.101 Transportation of things.....	---	---	---
125.001 Other services.....	693	3,816	3,800
131.001 Equipment.....	---	---	---
132.001 Lands and structures.....	26	---	---
141.001 Grants, subsidies, and contri- butions.....	579,337	52,307	63,047
199.901 Total obligations	581,857	57,923	68,647

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

Identification code 14-9921-0-2-999	1983 actual	1984 estimate	1985 estimate
Total number of full-time permanent positions.....	50	50	50
Total compensable workyears: full-time equivalent employment ...	70	70	55
Average GS/GM grade.....	9.17	9.17	9.17
Average GS/GM salary.....	25,153	25,153	25,153
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Appropriation Summary Statement

Appropriation: Miscellaneous Trust Funds

This account includes two indefinite trust fund appropriations as follows:

Land and Resource Management Trust Fund - Monies in this fund are contributed for: 1) resource development, protection and management; 2) conveyance of lands omitted in original surveys, and 3) for public surveys requested by individuals.

Trustee Funds, Alaska Townsites - Monies are derived from the sale of Alaska town lots to non-natives and are available to cover the expenses of the sale and maintenance of townsites.

Within the \$700,000 estimate for this account, which is the same estimate as for FY 1984, \$600,000 will become available through the permanent, indefinite appropriation authorized by the Taylor Grazing Act (1934). The remaining estimated \$100,000 will be made available through a current indefinite appropriation.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(31 U.S.C. 711, 725s; 43 U.S.C 315h, 315i, 355, 759, 761, 775, 887, 1701, 1719, 1721, 1737; 48 Stat. 1224-36, 74 Stat. 506; Public Law 98-146 making appropriations for the Department of the Interior and related agencies, 1984.)

Appropriation Language Citations

Appropriation: Miscellaneous Trust Funds

Appropriation language and citations:

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

43 U.S.C. 1701	43 U.S.C. 775
43 U.S.C. 1719	43 U.S.C. 887
43 U.S.C. 1721	74 Stat. 506
43 U.S.C. 1737	31 U.S.C. 711
43 U.S.C. 315h, 315i	31 U.S.C. 725s
43 U.S.C. 355	48 Stat. 1224-36
43 U.S.C. 759	Public Law 98-146
43 U.S.C. 761	

43 U.S.C. 1701 provides for the management, protection and development of public lands.

43 U.S.C. 1719 provides for payment of administrative costs through a trust account for the conveyance of mineral interests.

43 U.S.C. 1721 provides for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737 provides for funds contributed for 1) resource development, protection, and management, 2) conveyance of lands omitted in original surveys, and 3) public surveys requested by individuals to be placed in a trust account and to be available until expended.

43 U.S.C. 315h, 315i provides for the Secretary of the Interior to accept contributions for administration, protection and improvement of grazing lands and that these funds be deposited into the Treasury in a trust fund and permanently appropriates these funds for use by the Secretary.

43 U.S.C. 355, repealed by FLPMA (1976), provided for the sale of town lots to non-Native Alaskans.

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriate.

43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C 759 of costs in excess of expenses.

43 U.S.C. 775 provides for costs of management of lands and for surveying federally controlled lands through a trust fund.

43 U.S.C. 887 provides for railroads to pay for surveys within their grants through trust funds.

74 Stat. 506 provides for contributed funds to be used for maintenance of access roads and protection of public lands.

31 U.S.C. 711 creates permanent indefinite appropriation of trust funds for surveys and conveyance of omitted lands.

31 U.S.C. 725s provides for proceeds from sale of Alaska townsite lots to be available for expenses incidental to sale and maintenance of townsites.

48 Stat. 1224-36 provides for payments in advance for public surveys.

Public Law 98-146, the FY 1984 Appropriations Act for the Department of the Interior and Related Agencies, provides the current appropriation of FLPMA authorized trust funds.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Miscellaneous Trust Funds

SUMMARY OF BASE ADJUSTMENTS

	(Dollar amounts in thousands)	
	FTE-T Amount	FTE-T Amount
Appropriation, 1984 (indefinite) 1/.....	19	700
Adjustments to base.....	--	--
1985 Base budget 1/.....	19	700

1984

	1983 Actual	Appropriation 1/ Enacted to Date	1985 Base	1985 Estimate	Inc. (+)/Dec. (-) from 1984 Approp.	Inc. (+)/Dec. (-) from 1985 Base
	FTE-T Amount	FTE-T Amount	FTE-T Amount	FTE-T Amount	FTE-T Amount	FTE-T Amount

Comparison by activities:

1. Land and Resource Management Trust Fund	16	1,298	16	699	16	699	--	--	--
2. Trustee Funds, Alaska Townsites	--	3	--	1	--	1	--	--	--
Total Requirements	16	1,301	16	700	16	700	--	--	--
Current Appropriation (Indefinite)	(11)			(100)	(100)	(100)	(--)	(--)	(--)
Permanent Appropriation (Indefinite)	(1,290)			(600)	(600)	(600)	(--)	(--)	(--)

1/ These appropriations are for indefinite amounts, and actual appropriations depend upon the amounts contributed or donated from non-Federal sources to accomplish work authorized to be performed by BLM under these authorities. Actual amounts will vary from the Estimates.

Justification of Program and Performance

Appropriation:	Miscellaneous Trust Funds (Indefinite)
Activities:	Land and Resource Management Trust Fund and Trustee Funds, Alaska Townsites

(dollar amounts in thousands)

		1984	FY	FY	Inc. (+)	Inc. (+)
		Approp.	1985	1985	Dec. (-)	Dec. (-)
		Enacted	Base	Estimate	from 1984	from Base
		to Date				
Total Requirements	\$	700	700	700	---	---
	(FTE-T)	(16)	(16)	(16)	(---)	(---)

Authorization

43 U.S.C. 1719, 1721 P.L. 94-579	The <u>Federal Land Policy and Management Act (FLPMA)</u> of 1976 provides for the acceptance of money or services for 1) resource development, protection and management, 2) conveyance of omitted lands to States or their political subdivisions, and 3) for public surveys requested by individuals, provided estimated costs are paid prior to project initiation.
43 U.S.C. 315 P.L. 73-482	The <u>Taylor Grazing Act of 1934</u> , as amended, provides for acceptance of contributions for range improvement purposes.
31 U.S.C. 711	The <u>Permanent Appropriations Act of May 30, 1862</u> and the <u>Federal Land Policy and Management Act of 1976</u> provide for estimated costs of public survey work, including survey and conveyance costs of omitted lands to be paid in advance by the benefiting party.
43 U.S.C. 1737	
43 U.S.C. 355	The <u>Act of March 3, 1891</u> , (Sec. 11) provided for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA (1976). The Alaska townsite trustee funds authorized by 43 USC 725s provide for survey and deed recordation of town lots occupied prior to FLPMA.

Objectives

- ° Provide for resource development, protection and management through the utilization of contributions of money and services; and
- ° Provide public surveys when estimated costs are contributed in advance.

FY 1985 program

LAND AND RESOURCE MANAGEMENT TRUST FUND

The FY 1985 projected funding level is the same as the FY 1984 program estimate (\$699,000 and 16 FTE). This program provides for performance of certain cadastral surveys, conservation practices, and administrative actions by the BLM, financed by contributions of money from the recipients of these BLM services. Contributions must be made before the Bureau begins work on the project, and any monies remaining after completion of the project are returned to the contributor. In recent years, contributions for resource development, protection and management have included such diverse projects as range improvements, ORV recreation area maintenance and protection of endangered species. The acceptance of contributions is authorized by Sections 211 (omitted lands) and 307(c) (studies, cooperative agreements, and contributions) of the Federal Land Policy and Management Act (1976). Acceptance of contributions is also authorized by the Taylor Grazing Act (rangeland improvement contributions) and 31 USC 711, 43 USC 759, 760, 761, 775 and 887 (public surveys), and these contributions are permanently appropriated by those Acts.

TRUSTEE FUNDS, ALASKA TOWNSITES

The FY 1985 projected funding level is the same as the FY 1984 estimate (\$1,000).

Alaska town lot purchasers pay the cost of survey and deed recordation plus \$25. (Native Alaskans are exempt from payment.) The sale of lots was originally authorized by the Act of March 3, 1891 which was repealed by FLPMA. The Comptroller General Opinion of November 18, 1935 and 43 USC 725(s) authorize the trust funds. Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low.

BUREAU OF LAND MANAGEMENT

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Miscellaneous Trust Funds

Object Class	1985 Base		1985 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 Permanent Positions - FTE-P	13	324	13	324	---	---
11.3 Positions other than permanent 1/.....	3	47	3	47	---	---
11.5 Other personnel compensation	---	29	---	29	---	---
11.8 Special personal services payments...	---	2	---	2	---	---
11.9 Total personnel compensation	16	402	16	402	---	---
<u>Other Objects</u>						
12.1 Personnel benefits		51		51		---
21.0 Travel and transportation of persons.		10		10		---
22.0 Transportation of things.....		10		10		---
23.2 Communications, utilities and other rent.....		20		20		---
25.0 Other services.....		30		30		---
26.0 Supplies and materials		60		60		---
31.0 Equipment.....		17		17		---
32.0 Lands and structures.....		100		100		---
Total requirements.....		<u>700</u>		<u>700</u>		<u>---</u>

1/ FTE-OTP = FTE-T (-) FTE-P

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code	83 19 actual	84 19 estimate	85 19 estimate
14-9971-0-7-302			
<u>Program by activities:</u>			
1. Land and resource management trust fund.....	1,288	699	699
2. Trustee funds, Alaska townsites	3	1	1
10.0001 Total obligations.....	1,291	700	700
<u>Financing:</u>			
21.4001 Unobligated balance available, start of year.....	-1,349	-1,359	-1,359
24.4001 Unobligated balance available, end of year.....	1,359	1,359	1,359
39.0001 <u>Budget authority</u>	1,301	700	700
<u>Budget authority:</u>			
Current:			
40.0001 Appropriation (indefinite).	11	100	100
Permanent:			
60.0001 Appropriation (indefinite).	1,290	600	600
<u>Distribution of budget authority by account:</u>			
Land and resource management trust fund.....	1,300	699	699
Trustee funds, Alaska townsites.	1	1	1
<u>Relation of Obligations to Outlays:</u>			
71.0001 Obligations incurred, net..	1,291	700	700
72.4001 Obligated balance, start of year.....	390	258	258
74.4001 Obligated balance, end of year.....	-258	-258	-258
78.0001 Adjustment in unexpired accounts	---	---	---
90.0001 Outlays.....	1,423	700	700
<u>Distribution of outlays by account:</u>			
Land and resource management trust fund.....	1,420	699	699
Trustee funds, Alaska townsites.	1	1	1

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS
Object Classification (in thousands of dollars)

Identification code 14-9971-0-7-302	1983 actual	1984 estimate	1985 estimate
Personnel compensation:			
111.101 Full-time permanent.....	324	324	324
111.301 Other than full-time permanent.	47	47	47
111.501 Other personnel compensation...	29	29	29
111.801 Special personal services payments	2	2	2
111.901 Total personnel compensation...	402	402	402
112.101 Personnel benefits: Civilian...	51	51	51
121.001 Travel and transportation of persons.....	55	7	7
122.001 Transportation of things.....	33	7	7
123.201 Communications, utilities and and other rent.....	21	20	20
124.001 Printing and reproduction.....	10	---	---
125.001 Other services.....	252	30	30
126.001 Supplies and materials.....	294	60	60
131.001 Equipment.....	46	17	17
132.001 Lands and structures.....	126	100	100
144.001 Refunds.....	1	---	---
999.901 Total obligations.....	1,291	700	700

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BLM-399

OTHER

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSOLIDATED SCHEDULE OF PERMANENT POSITIONS
DETAIL OF PERMANENT POSITIONS

	83	84	85
Executive Level V	<u>1</u>	<u>1</u>	<u>1</u>
Subtotal	<u>1</u>	<u>1</u>	<u>1</u>
ES-05	2	2	2
ES-04	15	15	15
ES-03	4	4	4
ES-02	2	2	2
ES-01.....	<u>1</u>	<u>1</u>	<u>1</u>
Subtotal	24	24	24
GS/GM-15	94	95	87
GS/GM-14	234	235	230
GS/GM-13	563	575	570
GS-12	1,242	1,260	1,235
GS-11	1,994	2,050	2,009
GS-10	69	70	80
GS-09	1,600	1,610	1,650
GS-08	212	200	220
GS-07	637	635	640
GS-06	476	480	485
GS-05	855	860	860
GS-04	577	610	614
GS-03	202	205	205
GS-02	<u>18</u>	<u>20</u>	<u>20</u>
Subtotal	8,773	8,905	8,905
Ungraded	<u>520</u>	<u>525</u>	<u>525</u>
Total permanent positions	9,318	9,455	9,455
Unfilled positions, end of year	<u>-527</u>	<u>-535</u>	<u>-535</u>
Total permanent employment end of year	8,791	8,920	8,920

DEPARTMENT OF THE INTERIOR

FY 1985 Budget for Consulting Services

Bureau:	Land Management	Appropriation Account Title/ Iden. Code No.	Amount Requested in 1985 (\$000)	Program Requiring Services	Description of Need for Services
		Management of Lands and Resources (14-1109-0-1-302)	\$ 15	MLR	At the present time the Bureau of Land Management does not anticipate the need for consulting services; however, the \$15,000 will provide for obtaining, on a short-time basis, decisive expert advice not available within the Department or other agencies of the Federal Government for priority policy issues in the management of land and resources.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Appropriation Language Sheet

ADMINISTRATIVE PROVISIONS

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to \$10,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the United States Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities,] authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed \$10,000: *Provided*, That appropriations herein made for the Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": *Provided further*, That appropriations herein made may be expended on a reimbursable basis for surveys of Federal lands of the United States and for protection of lands for the State of Alaska: *Provided further*, That an appeal of any reductions in grazing allotments on public rangelands must be taken within thirty days after receipt of a final grazing allotment decision[or ninety days after the effective date of this Act in the case of reductions ordered during 1979, whichever occurs later]. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within two years after the appeal is filed: *Provided further*, That appropriations herein made shall be available for paying costs incidental to the utilization of services contributed by individuals who serve without compensation as volunteers in aid of work of the Bureau to protect, improve, develop, or manage the public lands; and that within appropriations herein provided, Bureau officials may authorize either direct procurement of or reimbursement for expenses incidental to the effective use of volunteers such as, but not limited to, training, transportation, lodging, subsistence, equipment, and supplies: *Provided further*, That provision for such expenses or services is in accord with volunteer or cooperative agreements made with such individuals, private organizations, educational institutions, or State or local governments: *Provided further*, That subject to valid existing rights, no appropriation herein made shall be used by the Secretary of the Interior for the processing or issuance of prospecting permits in certain lands in the Mark Twain National Forest, Missouri, which comprise approximately 17,562 acres, as generally depicted on a map entitled "Irish Wilderness—Proposed", dated December 1981.

(Public Law 98-146, making appropriations for the
Department of the Interior and related agencies, 1984.)

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Justification of Proposed Language Changes

Appropriation: Administrative Provisions

Deletion: "or ninety days after the effective date of this Act in the case of reductions ordered during 1979, whichever occurs later."

This language applied to appeals of grazing allotments ordered during 1979; it is outdated and, therefore, unnecessary.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Management of Lands and Resources

(Supplemental now requested, existing legislation)

For an additional amount for "Management of lands and resources", \$38,160,000.

Justification of Program and Performance

Activity: Firefighting and Rehabilitation

(dollar amounts in thousands)

<u>Subactivities</u>		1984 <u>Presently Available</u>	1984 <u>Revised Estimate</u>	1984 <u>Proposed Supplemental</u>	<u>2/</u>
Firefighting and Presuppression	\$ (FTE-T)	4,150 (851)	40,374 (851)	36,224 (---)	
Rehabilitation	\$ (FTE-T)	600 (19)	2,536 (19)	1,936 (---)	
Total Requirements	\$ (FTE-T)	4,750 (870) <u>1/</u>	42,910 (870)	38,160 (---)	

Authorization

43 U.S.C. 1731 P.L. 94-579	<u>Federal Land Policy and Management Act of 1976</u>
16 U.S.C. 594 P.L. 67-315	<u>Timber Protection Act of 1922</u>
42 U.S.C. 1856 P.L. 97-394	<u>Reciprocal Fire Protection Agreement Act of 1955</u> <u>Section 102 of the General Provisions, Department of the Interior and Related Agencies Appropriation Act for FY 1983</u>
P.L. 98-146	<u>Section 102 of the General Provisions, Department of the Interior and Related Agencies Appropriation Act for FY 1984</u>

1/ These FTE/T are included in the overall BLM appropriation totals to account for all FTE-T's available to the Bureau; however, funding for their salaries and expenses is anticipated to be provided through funds borrowed from other Interior Appropriations pursuant to Section 102 of the General Provisions of P.L. 98-146.

2/ Amounts correspond to use of funds in FY 1983, but the entire amount being requested will be repaid to the accounts from which funds were borrowed in FY 1983.

Objective

The objective of this program is to implement necessary fire organization preparation and presuppression activities during the fire season, to suppress range and forest fires starting on or threatening the public lands, and to rehabilitate burned areas on an emergency basis to reduce resource and economic losses.

Firefighting and Presuppression:

Because of the unpredictable and emergency nature of wildfire suppression work, under the authority provided by Section 102 of the General Provisions of the annual Interior Department Appropriation Acts, the Bureau engages in fire preparedness and fire suppression efforts each year and seeks a supplemental appropriation to cover the actual costs of these requirements.

During FY 1983, the Bureau was involved in suppression of 2,632 fires that consumed 1,017,203 acres. Through use of funds in the Fire Management subactivity in the regular MLR appropriation, the Bureau strives to reduce overall fire suppression costs by providing a permanent base fire organization and by expanding public education and awareness aimed at reducing the number of person-caused fires and increasing public participation in detecting and reporting fires. In addition, the Automatic Lightning Detection System (ALDS) enables BLM to reduce initial attack times on fires by prepositioning suppression forces in the areas where lightning strikes occur; and this reduces the amount of acreage burned and the resulting costs.

Additionally, the States of Alaska and California submitted late billings to BLM during FY 1983 for their costs associated with suppression of fires on Bureau-administered lands. These fires occurred during 1979 through 1982 in California and during 1981 in Alaska. These bills cannot be paid since funds are not available for this purpose.

Actual FY 1983 BLM obligations for firefighting and presuppression were \$46,509,000. The FY 1983 Interior Appropriations Act (P.L. 97-394) included the normal token appropriation of \$4,150,000 for this purpose. Under the authority of Section 102, the Secretary transferred \$36,224,000 from various other no-year appropriations in the Department of the Interior and directed the Bureau to absorb the remaining \$6,135,000 within the Management of Lands and Resources (MLR) appropriation.

Emergency Rehabilitation:

When vegetative cover is removed by wildfire, immediate rehabilitation action is required to prevent both the loss of thousands of cubic yards of soil by water or wind-caused erosion and the permanent impairment of site productivity. Rapidly growing and sometimes improved species of vegetation along with water control structures, such as brush dams or ditches, are immediately established in these areas to reduce further resource losses. With Appropriation Committee approval, amounts necessary for such emergency rehabilitation in excess of the current appropriation are obligated each fiscal year. In FY 1983, obligations for fire rehabilitation totaled

\$2,536,000. The FY 1983 Appropriations Act (P.L. 97-394) provided the normal token appropriation of \$600,000 for fire rehabilitation. The remaining obligations were financed under Section 102 authority by borrowing \$1,936,000 from other no-year appropriations in the Department of the Interior.

Analysis of Supplemental Needs:

The requested supplemental appropriation was not provided for firefighting expenses in FY 1983. Instead, Congress directed the Department to use the authority provided in Section 102 of the FY 1983 Appropriations Act to borrow money from no-year appropriations to finance these costs. Section 102 of the FY 1983 Interior Department Appropriations Act provides that "the Secretary may authorize the expenditure or transfer of any no-year appropriation in this title, in addition to the amounts included in the budget programs of the several agencies, for the suppression or emergency prevention of forest or range fires on or threatening lands under jurisdiction of the Department of the Interior and for the emergency rehabilitation of burned-over lands under its jurisdiction, and for emergency reclamation projects . . . such funds to be replenished by a supplemental appropriation which must be requested as promptly as possible" Section 102 further provides that "appropriations made in this title for fire suppression purposes shall be available for the payment of obligations incurred during the preceding fiscal year, and for reimbursement to other Federal agencies" Funds to cover obligations for FY 1983 that exceeded the amount provided in the "Management of Lands and Resources" appropriation were borrowed from other no-year appropriation accounts available to the Secretary of the Interior until an FY 1984 supplemental is enacted. The amount borrowed by account is \$38,160,000 and was derived as follows:

Amounts Transferred to BLM MLR for FY 1983 Firefighting and Rehabilitation Expenses

<u>Bureau</u>	<u>Appropriation Account</u>	<u>Amount</u>
National Park Service	14X5035 Land Acquisition and State Assistance	\$30,000,000
National Park Service	14X1031 Urban Park and Recreation Fund	2,000,000
U.S. Fish and Wildlife Service	14X1612 Construction and Anadromous Fish	1,850,000
U.S. Fish and Wildlife Service	14X5020 Land Acquisition	2,500,000
Bureau of Mines	14X0959 Mines and Minerals	1,000,000
Bureau of Land Management	14X1110 Construction and Access	500,000
Bureau of Land Management	14X5033 Land Acquisition	<u>310,000</u>
Total		\$38,160,000

Upon enactment of the FY 1984 supplemental appropriations, these accounts will be repaid in the above amounts by transfer under the Secretary's authority.

The FY 1984 fire presuppression, suppression, and rehabilitation costs will depend upon the severity of the 1984 fire season. Consequently, funds to cover the actual costs required will again be borrowed from other available no-year appropriation accounts as necessary under the authority of Section 102 of the FY 1984 Interior Appropriations Act (P.L. 98-146).

(Supplemental now requested, existing legislation)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code	19 83 actual	19 84 estimate	19 85 estimate
14-1109-1-1-302			
<u>Financing:</u>			
40.00 Budget Authority (appropriation)	---	38,160	---
41.00 Transferred to other accounts.	---	-38,160	---
43.00 Appropriation (adjusted).....	---	---	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	---	---
90.00 Outlays.....	---	---	---
(Memo cast: 21.5)	(Memo cast: 5)	(Memo cast: 5)	(Memo cast: 4.9)

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(June 1984)

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